

PARTNERSHIPS FOR WILDLIFE ACT

**HEARING
BEFORE THE
SUBCOMMITTEE ON
ENVIRONMENTAL PROTECTION
OF THE
COMMITTEE ON
ENVIRONMENT AND PUBLIC WORKS
UNITED STATES SENATE
ONE HUNDRED SECOND CONGRESS**

SECOND SESSION

ON

S. 1491

A BILL TO ESTABLISH A PARTNERSHIP AMONG THE UNITED STATES FISH AND WILDLIFE SERVICE, THE STATES, AND PRIVATE ORGANIZATIONS AND INDIVIDUALS TO CONSERVE THE ENTIRE DIVERSE ARRAY OF FISH AND WILDLIFE SPECIES IN THE UNITED STATES AND TO PROVIDE OPPORTUNITIES FOR THE PUBLIC TO ENJOY THESE FISH AND WILDLIFE SPECIES THROUGH NONCONSUMPTIVE ACTIVITIES

JULY 24, 1992

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PARTNERSHIPS FOR WILDLIFE ACT

FRIDAY, JULY 24, 1992

U.S. SENATE,
COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS,
SUBCOMMITTEE ON ENVIRONMENTAL PROTECTION,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:34 a.m. in room 406, Dirksen Senate Office Building, Hon. Max Baucus [chairman of the subcommittee] presiding.

Present: Senators Baucus, Mitchell, and Chafee.

OPENING STATEMENT OF HON. MAX BAUCUS, U.S. SENATOR FROM THE STATE OF MONTANA

Senator BAUCUS. The Subcommittee on Environmental Protection will come to order.

The subcommittee convenes today to consider legislation introduced by the Majority Leader, Senator Mitchell, to encourage Federal, State, and private efforts to conserve wildlife and to provide opportunities for the public to enjoy these resources. I commend Senator Mitchell for his interest and his initiative in this project.

The subcommittee's recent examination of the Endangered Species Act has convinced me that we need to act sooner and more decisively when there is a first sign of trouble with a species, rather than waiting until it is listed under the act. The distinguished scientist, Jack Ward Thomas, told the subcommittee in May that "to allow a species to slip to the point of being threatened is a terrible error; it is a terrible economic, social, and biological error." He said that if there is one thing that drives him to distraction, "it is that we can make marks on a piece of graph paper until we watch a species cross some magical limit, and then go absolutely berserk to drag it back."

Dr. Thomas is correct. We need to do a better job of making sure that species never have to be listed, and that requires us to think ahead.

The Fish and Wildlife Conservation Act of 1980 was enacted to assist States in thinking ahead. It established a framework for developing and implementing comprehensive State fish and wildlife conservation programs. Unfortunately, no funds have ever been requested or appropriated to aid development of those States' plans, and the necessary consensus has never been reached to enact a means of providing Federal matching funds to help States implement their comprehensive programs.

I will introduce legislation before the August recess to reauthorize the Fish and Wildlife Conservation Act of 1980 for another two

years so that efforts can continue to overcome these funding obstacles. In the meantime, however, the bill before us today offers an opportunity to get the private sector more involved in fish and wildlife conservation and appreciation. It also offers an opportunity to build public understanding and support for these efforts. That support is critical for the greater Federal, State, and private contributions that will be needed to carry out fully a comprehensive program for fish and wildlife conservation.

The Partnerships for Wildlife Act and reauthorization of the Fish and Wildlife Conservation Act are important short-term and long-term steps in getting us away from a crisis mentality in managing our natural resources.

I would now like to turn to the Majority Leader for a statement. Again, I compliment him for his effort in taking the initiative to create this program. It is a needed effort to help us to better understand and to appreciate wildlife and to plan ahead and develop programs to conserve the many species that are not already protected in other programs. So I thank the Leader.

**OPENING STATEMENT OF HON. GEORGE J. MITCHELL, U.S.
SENATOR FROM THE STATE OF MAINE**

Senator MITCHELL. Thank you, Mr. Chairman, for your kind words, and most especially for your leadership in this area and for your willingness to conduct this hearing.

Many songbird species that nest in the United States and winter in Central and South America are declining. In the eastern United States, several of these species already are protected under the Endangered Species Act, and another 44 are showing signs of being in trouble.

The title of a recent series of articles in the Maine Sunday Telegram, "Fading Songs of Spring: Our Vanishing Songbirds," sums up the problem. Mr. Chairman, I have the article here. It is a very lengthy and detailed special report, and I think it is something that should be "must reading" for every American. I ask unanimous consent that the text of the article be placed in the record at the conclusion of my remarks.

Senator BAUCUS. It will be included. (See p. 5.)

Senator MITCHELL. Many other fish and wildlife species not traditionally pursued by hunters or anglers, sometimes called "non-game wildlife," also are declining. For instance, there has been a nationwide decrease in the numbers of frogs and salamanders. The reasons for the decline of those species and many others are unknown. At the same time, the research and management programs necessary to reverse these declines and to prevent other declines are not being undertaken.

That is why I introduced the Partnerships for Wildlife Act with Senator Chafee. It will encourage badly-needed wildlife research, management, conservation, and appreciation projects through development of Federal, State, and private partnerships.

Of the approximately 2,600 species of native fish and wildlife in the United States, about 80 percent are not considered to be "game species." These species, from the cardinals and robins that visit our bird feeders to the puffins and pelicans that frequent our coasts,

represent a rich recreational and cultural resource for the American people. Despite the popularity of such wildlife, however, it is obvious that we are doing too little to conserve most species.

The United States Fish and Wildlife Service has prepared a list of 30 migratory bird species that warrant concern because of population declines, small population sizes, or habitat limitations. Eleven of these 30 species are found in Maine. In addition, there are over 275 fish and wildlife species officially classified federally as threatened or endangered. Many, if not all, of them would have escaped this perilous state if there had been programs in place to monitor and conserve them.

Continuing to pay inadequate attention to the full diversity of our wildlife will inevitably lead to the population declines of more species until they reach dangerously low levels where they, too, will have to be protected under the Endangered Species Act. At that point, the task of rebuilding a species' number is likely to be far less successful and far more costly.

The U.S. Fish and Wildlife Service, the 50 State fish and wildlife agencies, and private organizations and businesses, such as L.L. Bean—one of Maine's most proud businesses and assets—have all played important roles in the effort to sustain wildlife. But even greater achievements are possible if these efforts are made in concert with one another. Partnerships in fish and wildlife conservation, such as the North American Wetlands Conservation Act, have proven to be remarkably successful. That legislation is one of the proudest things I have done since I have been in the Congress, and it has been a success. In its first two years that law has stimulated over 200 partnerships resulting in \$142 million raised to conserve more than 600,000 acres of wetlands.

The Partnerships for Wildlife Act seeks to forge similar cooperative efforts to conserve many neglected species of fish and wildlife and to provide greater opportunities for the public to enjoy these resources. It would provide \$6.25 million in Federal seed money that would be matched, dollar for dollar, by private funds raised by the National Fish and Wildlife Foundation. These Federal and private funds would then be made available to States on a similar matching basis, to establish a \$25 million program to carry out wildlife projects.

Under the act, up to \$500,000 of the Federal/private matching funds will be made available to help any State fish and wildlife agency to inventory and monitor fish and wildlife species and their habitats; to identify potential threats to these species and their habitats; and to provide opportunities for the public to view, learn about, and otherwise enjoy fish and wildlife.

In Maine, the combined monies will benefit wildlife such as the box turtle and the roseate tern, which have been designated as endangered and threatened, respectively, under State law, but not under the Federal Endangered Species Act.

There are important economic, recreational, and educational reasons to encourage wildlife conservation and appreciate projects through Federal/private/State partnerships, but in my judgment the most important reason is that an abundant, diverse, and healthy supply of fish and wildlife improves the quality of life for the American people.

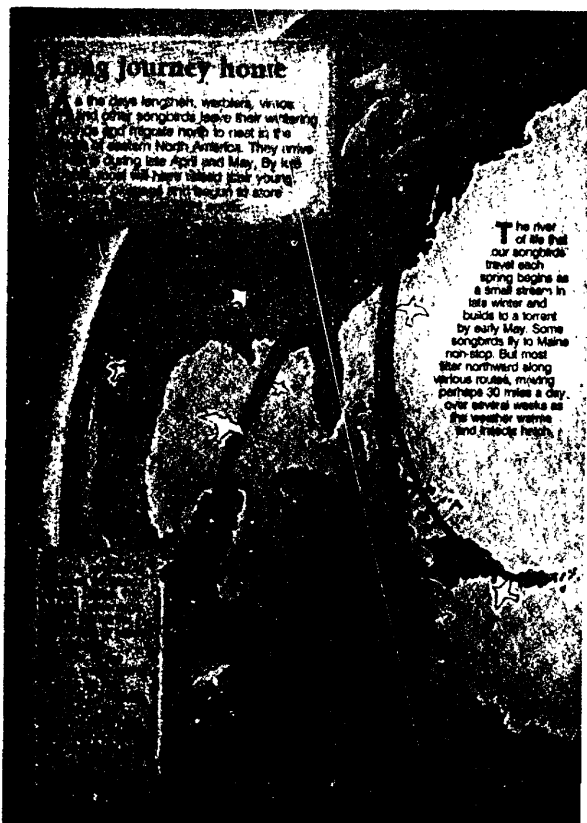
Thank you, Mr. Chairman.

[The article previously referred to by Senator Mitchell follows:]

{From the Maine Sunday Telegram, May 17, 1992}

FADING SONGS *of* SPRING OUR VANISHING BIRDS

*Scientists blame the destruction of near-tropical rain forests where songbirds winter,
and fragmentation of the northern forests where they nest.*



By TUX TURKEL
Staff Writer

They come at night. The wind, the stars and perhaps the Earth's magnetic pull show the way. They time their arrival to the hatching of insects. Somehow they know.

Tonight as we sleep, wave after wave of summer songbirds is streaming northward into Maine. Many began their journeys in the forests of Latin America. Somehow they have done this every spring since the last ice age.

But these rhythms of summer may be fading, many researchers say, and with them the ecological health of the Americas.

Annual surveys by the U.S. Fish and Wildlife Service show that most of the bird species that migrate from the neotropical forests of Mexico and Central America declined in the eastern United States between 1978 and 1987. If the surveys are right, these birds dropped out at an average rate of 1 to 3 percent a year.

The evidence to explain this decline is growing: We are slowly killing our summer song-

The river of life that our songbirds travel each spring begins as a small stream in late winter and builds to a torrent by early May. Some songbirds fly to Maine non-stop. But most filter northward along various routes, mixing perhaps 30 miles a day. Over several weeks as the weather warms and insects hatch,

birds by cutting down their winter homes in the forests of Latin America and fragmenting their nesting sites in the United States.

That means we could be slowly killing ourselves. Birds are a very visible indicator of biological diversity, the complex web of plants and wildlife that supports and enhances life on Earth. When a variety of birds is threatened, humans should worry about their own survival.

"For a group of birds that are as diverse as these to be declining suggests to me there is something wrong on an ecosystem level," says Peter Stangel, a

biologist with the National Fish and Wildlife Foundation. "It's not just one bird. It's a signal to me there's a bigger problem on a bigger level."

Stangel's foundation is working with dozens of government agencies and groups throughout the Americas. They are spending millions of dollars to measure the threats to migrating birds and protect the habitats needed for their survival.

But their preservation goals face tremendous obstacles.

In Latin America, poverty and overpopulation are thwarting attempts to save precious forests.

In the eastern United States, suburban growth has already sliced woodland into patches that may be too small for some bird species to raise their young.

As the connection between birds and forest land becomes better understood, researchers are turning their attention to Maine. A three-year study is set to begin next month to measure the impacts of commercial timber harvesting in Maine on migrating songbirds.

It is possible, some researchers believe, that the extensive forests of Maine and eastern Canada are a reservoir

for the river of life that flows back and forth from Latin America.

More than 100 bird species nest in the forests of Maine. About 80 are small songbirds, and most arrive in Maine during April and May from points south.

Half-ounce bundles of feathered energy, they can fly at 40 mph, a wing beat every second. They migrate at night to avoid becoming breakfast for hawks. Soaring 500 miles across the Gulf of Mexico and up the Eastern Seaboard, they arrive in the same woodlands — sometimes the same trees — they left last autumn.

We think of them as our birds. They were born here, after all. Native Mainers. But the majority spend most of their lives elsewhere, often in the neotropics — near-tropics — of Latin America.

Walk at dawn through the Maine woods in June and you are likely to hear the overbird, a kind of warbler that screams "teacher-teacher-teacher" from the forest floor. It lives seven months of the year from Florida to South America. Suburban yards echo with the flute-like phrases of the northern oriole and the wood thrush, back from Central America.

To the receptive ear and eye, these birds define summer in Maine. They are signposts of the season, like a field sprayed lavender with lupine or lake mist melting in a sunny dawn.

These symbols may be endangered. In Maine, surveys show, the overbird population dropped about 7 percent a year in the 1980s. That translates into a 52 percent decline over the decade. The wood thrush fell by a yearly rate of about 6 percent, or 46 percent during the period. The northern oriole fell by 2 percent a year, or 18 percent over the decade.

Why is this happening? How do we know? Can these declines be reversed, and what happens if they can't?

To ask these questions is to contemplate the connections between Maine and Mexico, between chainsaws and machetes, between old farmfields with suburban growth, and old-growth rain forests leveled for corn.

Challenge to science

Birds captivate the human soul and connect it with nature. Do we envy their fluid freedom? By capturing birds, with bullets and cages, on film or through the binocular lens, do we yearn to feel their place in nature?

Birds have been studied for centuries. An estimated 30 million people in North America now watch birds, making it the second most popular passive sport, next to gardening. Yet we are just learning the true details of their habits because bird life, like both mankind and nature, is in constant change.

Take the northern cardinal. His brilliant red plumage and piercing song is becoming more common in southern Maine. But Arthur Norton, who chronicled Maine birds at the turn of the century, considered it noteworthy when a Portland resident spotted a single cardinal in June of 1909.

Norton might be surprised to see how suburban growth, feeders full with sunflower seeds and mild winters have changed the bird from a summer tourist to a year-round resident.

Sometimes a dramatic change in bird populations can be traced to a local influence.

In the 1940s, robins began disappearing from the University of Michigan campus. The culprit turned out to be the now-banned pesticide DDT, sprayed on the lawns of the campus.

Contrast that experience with trends gleaned from several sites. In the 1950s

and 1960s, bird-watchers noticed that the wood thrush, hooded warbler and other neotropical songbirds were declining in forested

park areas around Washington, D.C., New Jersey and Connecticut. Researchers began to wonder: How can we distinguish between trends that are due to local conditions, and those linked to regional or global changes? In 1965, the U.S. Fish and Wildlife Service helped sponsor the first Breeding Bird Survey. Each June now, all across the United States and Canada, experienced birders go afield to listen, watch and record. They cover 2,200 specific routes, 28 of which are in Maine.

The result is an annual snapshot of the North American bird population, and a way to measure long-term trends for 230 species.

Of course, it's impossible to check millions of birds. The survey is like a political poll, a sampling, not a census. And, as in politics, interpreting the numbers can lead to controversy.

The survey generally saw a rise in the number of key neotropical migrants, such as vireos and warblers, between 1965 and 1979.

Why the jump? An outbreak of the spruce budworm in Maine and eastern Canada could have been a factor. Budworm caterpillars are a favorite food of warblers. Mild summers may have helped, too.

But the trend flip-flopped from 1980 to 1989. The population of several migrants began a troubling decline that continues today.

Some researchers think the shift could be normal.

Peter Vickery is an avian ecologist from Richmond and one of Maine's leading birders. He says the survey should be viewed over its 27-year history, not just the latter half. Otherwise, the period of peak populations in the 1970s becomes the benchmark to measure the decline. The survey hasn't collected enough data to determine what "normal" populations should be, Vickery says.

But many researchers say there is enough evidence to suggest that land-use practices in the forests of Latin America and the United States are responsible for a decline in songbirds. And Vickery agrees that while scientific proof is lagging, common sense says we should act now.

"We would need 50 years of data to answer the question," he says. "And if the answer is 'yes' — the birds are declining to zero — then we're screwed."

Habitat under siege

"Save the rain forests!" It's a popular

slogan that brings to mind images of a steamy Amazon jungle. The stereotype makes sense in the battle against global warming, but it gives a false impression about most Latin American woodlands and their importance to our birds in winter.

Most of Maine's migrating songbirds don't go to South America. Most stay closer to home, in the near-tropical areas of the Caribbean and Central America. The largest number head to Mexico. Here, each species finds just the right food and cover. The electric-blue indigo bunting is happy in scrubby second growth. The wood thrush needs deep forests. Some birds set by in both.

Pinned between two oceans, Central America is a land of extremes in weather and habitat. It has rain forests, known for their wet seasons, rapid plant growth and decomposition. But it is the variety of habitats, from high mountains to coastal mangrove swamps and dry semi-evergreen forests, that make the neotropics priceless for migratory birds. In winter, up to half the birds in Mexico and the Caribbean are North American migrants.

Birds are only part of the picture. Neotropical forests are warehouses of biological diversity. They overflow with life. They harbor many species of plants and insects that have yet to be named.

Birds rely on this complex web of life. So do people.

About a quarter of all the prescription drugs sold in the United States contain plant-derived compounds. Many come from rainforests. Diosgenin, a steroid used in birth-control pills and cortisone, comes from Mexico and Guatemala. And only a fraction of the thousands of tropical plants have been studied for medical use.

When habitats die, species fade away. With them go the secrets for new foods, medicines and materials. Holmes Rolston, an environmental writer, said recently: "Destroying species is like tearing pages out of an unread book, written in a language humans hardly know how to read, about the place where they live."

That's why forest-dwelling birds are important indicators of the health of Earth's environment, the place we live. Ruin their world, and we degrade our own.

Unread pages

For decades, we have been tearing unread pages from the neotropical forests of Latin America.

Mexico is a prime example. It is the world's fourth-richest stronghold of biodiversity, after the Andes, the Amazon and Indonesia. But between 1976 and 1984, more than 13 million acres of forest were cut, according to the United Nations. That's an area about two-thirds the size of Maine.

Some deforestation is tied to logging and the quest for tropical hardwoods, such as mahogany. Millions of acres have also fallen to the ax and machete, cut and burned so cattle could graze and corn could grow.

Don't blame greedy corporations. Sympathize instead with subsistence farmers, the rural backbone of Central America, desperate to feed their large families.

And expect these pressures on the forest to worsen. Mexico is a poor country and half its residents are under 15 years old.

Latin American conservationists know they are losing their own native species and natural resources. They are trying to stop the bleeding. In the Yucatan alone, Mexico has earmarked 2.5 million acres for preservation, an area 12 times the size of Baxter State Park.

But Mexico and other Latin American countries generally lack the money and trained officials to manage their preserves. Conservation often loses out to the pressures to cut and farm.

Look at a map of Latin America. Be buoyed by those green oases, the outlines of extensive preserves. Then brown. They may be little more than paper parks.

False protection is bad news for Maine songbirds that winter in these forests.

The impact of tropical deforestation was summed up in a 1989 study by researchers with the U.S. Fish and Wildlife Service, and the Smithsonian Institution. The study relied on the Breeding Bird Survey and field data from a preserve in the Yucatan. It found that most of the neotropical migrant bird species that nest in the woods of the eastern United States and Canada declined in abundance from 1978-87. The declines were greatest among birds that winter in deep forest, including the wood thrush, ovenbird and a variety of warblers.

With time running out, researchers are trying to quantify the amounts and types of habitat that must be saved for species to survive.

Chandler Robbins, a wildlife service biologist based at the Patuxent Wildlife Research Center in Maryland, returned last month from Guatemala. The country lost almost 2 million acres of forest between 1976 and 1984, and its population is expected to double in 10 years. Robbins is trying to pin down the

habitats of migrant species most in jeopardy.

"We want to know which birds can adapt to sugar cane, citrus groves and coffee plantations," Robbins says, "and which ones can't."

Too many fragments

For Americans, it may seem easy to point a finger south and criticize the deforestation of the neotropics. New Englanders can gloat. The amount of woodland has actually increased in the region during the last century. But for different reasons, forest-nesting birds aren't faring well in New England.

Expanding suburbs all along the Eastern Seaboard have filled in many abandoned farm fields with stores and homes. About 40 percent of the forest in the four counties surrounding Washington, D.C., for example, has fallen to the bulldozer and chainsaw since 1952.

Even in New England, where woodland is substantial, suburbs and roads have split the forest into too many patches. Researchers call it fragmentation.

Fragmentation is a problem because several species of warblers and vireos nest close to the ground. That makes their eggs and fledglings easy targets for skunks, raccoons, cats and other predators who live on the edges of the shrunken forest.

Birds do damage, too. Crows and blue jays will dine on warbler eggs and babies. And don't forget the infamous brown-headed cowbird. Rather than build its own home, the cowbird slips its eggs into the nests of orioles, warblers and vireos. Once the orphans hatch, they push out the rightful residents.

Fragmentation has done the most damage in farming and suburban states. But the impact also extends to Maine. Roads, fields and power lines slicing through rural areas can affect the nesting success of migratory songbirds, as a 1985 study in Lincoln and Sagadahoc counties suggests.

Malcolm Hunter, a professor of wildlife at the University of Maine, set out artificial nests with quail eggs at various locations. Many of the nests were disturbed. He concluded that all birds nesting on the ground, not just those near the forest edge, faced an elevated risk from predators.

Another University of Maine songbird study was completed recently in the working forests of Hancock and Washington counties. Here, fragmentation is caused by clearcuts and woods roads. But it seems that nest predation is less of a threat in the north woods than in scattered farmland.

Does that mean Maine's vast commercial forest is a haven for ground-nesting migratory birds?

It's too early to tell, but a three-year study set to begin next month in the woods around Greenville and Millinocket may provide some answers.

The study will be done by the Manomet Bird Observatory in Massachusetts on land owned by Bowater Inc., Scott Paper Co. and Champion International Corp. It will look at the nesting success of migratory songbirds in different forest stands over an 800-square-mile landscape of north-central Maine.

"Maine's northern forest has the potential of being an important reservoir for migrants," says John Hagen, a scientist at Manomet. "It's the largest block of forest in the eastern United States."

Urgency grows

Research is picking up now as the loss of birds becomes a greater public concern. We can expect new studies that measure which species and habitats are most endangered. Debate will continue about whether events in Latin America or the United States are doing the most damage.

But many conservationists feel that the loss of forest, birds and biodiversity are so obvious that we must act now.

The Nature Conservancy, for example, is known for buying and protecting biologically valuable land in the United States. In the past few years it has extended its reach into the neotropics.

In 1989, the conservancy purchased \$5.6 million of debts owed by Costa Rica to American banks. Bought at a discount and converted to bonds, the money will help set up park protection, training and purchase programs for 355,000 acres in that Central American country.

The Maine chapter of The Nature Conservancy is trying to raise \$300,000 to help pay for preservation efforts from Mexico to Bolivia. Why should Mainers send money to the tropics? The campaign's name makes the link between the survival of our birds and Latin America: "Maine forest to rain forest."

The National Fish and Wildlife Foundation is a not-for-profit group set up by Congress. It has channeled more than \$3 million in the past 15 months to buy, manage and protect important land in 48 projects from Canada to Venezuela.

These efforts sound encouraging, but are they enough? Can they overcome poverty in the south, and competing land uses in the north?

Organizers hope that the human fascination with songbirds will lead to a consensus: What is good for birds is good for mankind.

"The biodiversity argument is a loser," says Peter Stangel, a biologist with the foundation. "People don't get it. But if you have a forest with neotropical migrants, chances are, you have a very healthy forest."

And maybe a healthier world.

Senator BAUCUS. Thank you very much, Senator Mitchell.

I would now like our panel to come to the witness table. It includes Dr. Douglas Crowe, who is Special Assistant to the Director of the U.S. Fish and Wildlife Service; Mr. Max Peterson, Executive Vice President of the International Association of Fish and Wildlife Agencies; Mr. Leon Gorman, President of L.L. Bean, from Maine; Mr. Amos Eno, Executive Director of the National Fish and Wildlife Foundation; and Dr. Douglas Inkley, Legislative Representative for Wildlife for the National Wildlife Federation.

Let's begin with Dr. Crowe.

I will inform each witness that we have a five-minute rule here. When you begin speaking, the green light will be on; when there is about a minute remaining during the five-minute period, the amber light will shine. When it is red, I encourage you to begin to figure out how you are going to close your statement.

Your full statements will be included in the record, so I encourage you to summarize your statements or say whatever you want to say.

OK, we will begin with you, Dr. Crowe.

STATEMENT OF DOUGLAS M. CROWE, SPECIAL ASSISTANT TO THE DIRECTOR, U.S. FISH AND WILDLIFE SERVICE, DEPARTMENT OF THE INTERIOR

Mr. CROWE. Thank you, Mr. Chairman. I am Doug Crowe, Special Assistant to the Director of the U.S. Fish and Wildlife Service. I am here on an IPA, as I am also the Assistant Director of the Wyoming Game and Fish Department, so I have a foot in two of the camps that would be affected by this legislation.

The Service supports this legislation. I think that enactment of this bill is a positive step toward a more comprehensive program that we all increasingly recognize is needed in the conservation of our wildlife resource in this country.

We view it as providing the missing piece to the conservation puzzle. The Pittman-Robertson, Dingell-Johnson, and later the Wallop-Breaux acts mark the beginning of scientific fish and wildlife management, at least as it pertains to game species and sport fish.

Following that, with the passage of the Endangered Species Act, we moved to provide some protection for the "basket cases," and I agree with the observations of Jack Ward Thomas, by the way, that we're almost too late by the time the Endangered Species Act kicks in.

This legislation takes us back to fill in that gap in the conservation movement to give us a truly broad spectrum and comprehensive program for the conservation of all wildlife in this country, whether it is endangered or threatened or whether it is routinely harvested.

One of the things that I find most encouraging about this legislation and our journey to this point is the—as far as I know—unilateral endorsement and recognition by the 50 State fish and wildlife agencies of the need to broaden the view from just game or just endangered species to a comprehensive program. I have been involved, as have essentially all the people at this table, in a long-

term effort to define these needs. All of the 50 States, as well as many of the nongovernmental organizations, have cooperated in that effort. Perhaps you've seen the results of our work; if not, I have a couple of copies of a comprehensive needs assessment for fish and wildlife resources that are not game or not endangered in this country, called "Bridge to the Future." This legislation provides a wonderful jump-start toward that bridge to the future.

Also worth mentioning—and Senator Mitchell said this more eloquently than I may—is that there is a very real need to get ahead of the curve on the Endangered Species Act to deal with those problems before the species become "basket cases" and the tremendous expense sometimes associated with trying to bring a species back from the brink. I was intimately associated with the black-footed ferret and its plight from the very beginning in Wyoming, and remember once calculating early on, after some ferrets were found and we were trying to bring them back through captive breeding, that it cost more per ferret than it would have to send my son to Harvard for a year. You might like to know—perhaps you do—that we had some natural reproduction in black-footed ferrets this year in the first reintroduction site in Shirley Basin in Wyoming.

The point is that we need to get ahead of the curve on these things. We need to recognize species decline and species problems well before they become "basket cases" and reverse those declines. As my mother might say, an ounce of prevention is worth a pound of cure. There are both biological and economic reasons for that approach.

Finally, I would also like to state that I view this bill as a wonderful opportunity for all of the States and for us in the Federal Government to show what we can do in the arena of managing the broad spectrum of wildlife conservation. We need to use this to demonstrate some high priority and high visibility projects on just what can be done when you get ahead of the curve on some of these species, and I view this as providing some money that will put us over the top, to be able to demonstrate to the whole country the potential for a comprehensive management program involving all of the States, as well as the Federal Government.

In closing, then, this legislation is both timely and visionary, and the Fish and Wildlife Service stands ready to work cooperatively with the States and the private sector to implement this program.

Thank you very much for the opportunity to comment. I am happy to field any questions you might have.

Senator BAUCUS. Thank you very much, Dr. Crowe.

Max Peterson.

STATEMENT OF MAX PETERSON, EXECUTIVE VICE PRESIDENT, INTERNATIONAL ASSOCIATION OF FISH AND WILDLIFE AGEN- CIES

Mr. PETERSON. Thank you, Mr. Chairman.

As you know, the Association represents all 50 State fish and wildlife agencies, and we commend both Senator Mitchell and Senator Chafee for introducing S. 1491. We assure you that it has our

enthusiastic support as a means for focussing attention on those species of fish and wildlife which are not consumptively utilized.

Dr. Crowe has already mentioned "Bridge to the Future," which was produced by the fish and wildlife agencies of the 50 States, which is directed exactly toward this type of activity. So we give it our wholehearted support.

Also, parenthetically, I would like to thank you, Mr. Chairman, for your commitment to introduce legislation to reauthorize the Fish and Wildlife Conservation Act of 1980. It is an important piece of legislation that we have been working for years to try to get funding for. We thought we almost had it this year and it turned out we didn't on the House side. We're still working on the Senate side. We would like to see the day when that important act is funded.

But S. 1491 is certainly complementary to that effort, and we commend you for your commitment to introduce reauthorization legislation.

I would also like to comment concerning Senator Mitchell's reference to the North American Wetlands Conservation Act. That Act has been a dramatic help in providing for conservation of waterfowl in the United States and Canada, stimulating private gifts, stimulating State efforts, and it is also beginning to assist even in Mexico, where we have very serious problems. So, Senator Mitchell, I would like to recognize your great help in that, and recognize that S. 1491 could do the same kind of thing for non-game species, and that's why it has our enthusiastic support.

Let me also mention that I think bringing the private sector into this effort will be the key, as it has been in many of our efforts, to get not only the interest and some funding from the private sector, but also groups that at times are willing to go out and do some work. This not only provides important education to those groups but also important support to the total effort.

Let me only add that I completely concur with your statement, Mr. Chairman, and that of Dr. Crowe, that getting ahead of the curve, before a species becomes threatened or endangered—that just makes good sense. Last week in Lansing, Michigan I talked to a meeting of the National Association of Conservation Districts, which is primarily made up of farmers. I talked about the prevention side of this effort. They said, "Why aren't we doing something about this? What can we do?" So I think there are a lot of people out there who are willing to do things to help prevent species from declining if we simply have a way to pull the pieces together and tell people, "You can do this, or you can do this, robins require this, or cardinals this, and here's some specific things you can do." I believe we will see this snowball.

So I won't take any more of your time except to say that we are delighted with this legislation, we are glad to see it move, and it has our wholehearted support.

Senator BAUCUS. Thank you very much, Mr. Peterson.

Next, Mr. Gorman from the great State of Maine.

**STATEMENT OF LEON A. GORMAN, PRESIDENT, L.L. BEAN, INC.,
FREEPORT, MAINE**

Mr. GORMAN. Thank you, Mr. Chairman. I am Leon Gorman, President of L.L. Bean, and I appreciate the opportunity to appear before you today to discuss the Partnerships for Wildlife Act.

I support the act, and I commend Senator Mitchell for his wisdom and leadership in introducing this legislation.

Protecting and maintaining our fish and wildlife and their habitats is a responsibility that we all share. Thoreau said, "In wildness is the preservation of the world." At L.L. Bean we have personally supported and contributed financially to conservation programs for many years. Through our own experiences, we have learned that when people get involved in outdoor conservation, they can make a difference.

And we have discovered that Americans are eager to become involved in protecting America's natural resources. We have initiated a number of programs in the last few years which have given our customers and our employees vehicles to help. These range from taking donations from the sales of merchandise marketed nationally to creating a clearinghouse for individuals interested in volunteering for outdoor projects.

From one donation effort based on the sales of one tee shirt, we were able to raise \$25,000 for the Maine Audubon Society fund to protect endangered species. Our volunteer clearinghouse effort has enabled us to organize volunteers for dozens of not-for-profit outdoor organizations across the country. Promoted through our catalogs, we work with groups ranging from Ducks Unlimited and the National 4-H Council to the National Parks and Conservation Association. L.L. Bean employees alone have contributed over 8,000 hours of labor resulting in a 12-year commitment to maintaining 23.6 miles of the Maine Appalachian Trail.

Business, Government, and the not-for-profit world need to work together to encourage more people to become actively involved in efforts to both enjoy and conserve our natural resources. The Partnerships for Wildlife Act is an important step in this direction. It will serve as a catalyst to conserve fish and wildlife and to enhance opportunities for photographing, observing, learning about, or simply enjoying these natural resources. By authorizing Federal funding and requiring that it be matched with private and State monies, the bill will encourage individuals, organizations, businesses, and governments to work together on fish and wildlife conservation, education, and recreation projects across the country.

L.L. Bean has a great deal of experience with partnerships and joint ventures. Simply put, they work and have made important projects a reality in Maine. To take just one example, several years ago we became involved in a unique cooperative effort with the Nature Conservancy, the Bureau of Public Lands, the Kresge Foundation, and other businesses to purchase the Big Reed Pond Sanctuary, 5,000 acres in northern Maine. This property included the last remaining virgin coniferous forest, rare blue black trout which exist in only 10 ponds in the world, and an uncommon species of flora. Through the combined efforts of these groups, this land has now been preserved for the American public.

In 1989, a grant from L.L. Bean funded innovative partnerships among educators, business people, and community leaders to increase the aspirations of Maine youth in our public schools.

As a business practice we regularly conduct market research on Americans' involvement in the outdoors. Over 24 percent of our customers are actively involved in birdwatching and 39 percent in outdoor photography. We have found that an increasing number of people spend time each year associating with and enjoying wildlife. Other research indicates that three-fourths of all American children and adults participate in wildlife-related recreational activities. Wildlife observation and nature photography are among the five most popular recreational activities on public lands. Overall, Americans spend more than \$14 billion annually on travel expenses, equipment, and bird food to enjoy wildlife.

S. 1491 will provide greater recreational opportunities for the public to enjoy fish and wildlife. It will make possible a variety of projects, such as development of wildlife viewing guides and construction of interpretive trails and wildlife observation platforms. These programs will provide opportunities for Americans to enjoy and experience the outdoors and to become more deeply involved with environmental stewardship.

Wildlife viewing is a healthy and entertaining recreational pursuit. We need to maintain its value for future generations. S. 1491 provides an important means of fulfilling that conservation responsibility.

The Partnerships for Wildlife Act also will support education projects, such as establishment of nature centers and improvement of wildlife education curricula for our schools. L.L. Bean has a strong and continuing commitment to excellence in education. In addition to the many programs we fund from the Conservation School, the Student Conservation Association, and the Maine Audubon Society, we ourselves have dedicated seven staff people to our Outdoor Discovery program which offers seminars and workshops to the public. We recognize that wildlife viewing is one of the most effective means of motivating students to learn about our natural environment and its importance to the quality of life for future generations.

In conclusion, Mr. Chairman, I would like to reiterate that at L.L. Bean we recognize the responsibility to conserve the natural resources of our communities, our State, and our Nation. We also recognize the personal and economic benefits of maintaining fish and wildlife diversity. The fish and wildlife conservation, education, and recreation programs that will be initiated under the Partnerships for Wildlife Act are an effective means of achieving this conservation goal and realizing its benefits.

L.L. Bean supports prompt enactment of the Partnerships for Wildlife Act and we look forward to becoming one of what we hope will be many private and governmental partners who contribute to the Wildlife Conservation and Appreciation Fund established by this legislation.

Senator BAUCUS. Thank you very much, Mr. Gorman.

Mr. Amos Eno.

**STATEMENT OF AMOS S. ENO, EXECUTIVE DIRECTOR, NATIONAL
FISH AND WILDLIFE FOUNDATION**

Mr. ENO. Mr. Chairman, I appear before you in support of S. 1491, the Partnerships for Wildlife Act.

This committee, as you well know, was responsible for establishing and nurturing the Foundation. Since our testimony was submitted we have had a Board meeting, so if you will allow me, I will update our vital statistics.

Since 1986, the Foundation has successfully funded 592 projects, worth \$68.4 million, to benefit fish and wildlife and plant resources. These projects are the direct result of Congressionally-appropriated funds of \$22.5 million, which have been used as a catalyst to match \$45.7 million in non-Federal funds.

We have worked hard to manage our Federal monies in an aggressive and responsible venture capital manner, and today our partnerships criss-cross North America. At a time when budget constraints are on everyone's mind, the ability of the Foundation to take a leadership role in creating partnerships to fund and implement high-priority conservation projects opens up a new era of co-operation among Federal agencies, State fish and game agencies, and the private sector.

Dollar for dollar, the Foundation is the most cost-effective organization for implementing the types of conservation projects envisioned in S. 1491. If you want to invest in wildlife today, don't call Smith, Barney; call the Foundation.

Since 1986, the Foundation has funded a minimum of 75 projects that meet the definitions of "nonconsumptive wildlife" as envisioned in S. 1491. These projects involve \$2.3 million in Federal matching funds, which have been matched by more than \$4.3 million in non-Federal funds. Sample projects include GIS analysis in the States of Idaho, California, and Montana. Mr. Chairman, we just approved a grant to restore the Blackfoot River in Montana, in cooperation with Robert Redford and ORVIS. Senator Mitchell, the Majority Leader, has already referred to our Partners in Flight program, and he also referred to the North American Wetlands Act, where we have made over 100 grants totalling \$30 million in projects to implement wetlands conservation.

Sources of private funds raised in support of these projects range from dimes and quarters raised by school children in Nebraska, to sizeable donations from Fortune 500 companies such as Dow, Exxon, IBM, Southern California Edison, and U.S. Windpower.

Over the past six years the Foundation and its partners have leveraged each Federal dollar to produce a minimum of three dollars on the ground for projects benefitting fish and wildlife resources. Our experience to date indicates that nonconsumptive wildlife conservation and appreciation projects are naturals for our partnership formula. What has been lacking in the past is a central program for attracting donations to such programs. Your legislation provides this focus and that nucleus.

However, S. 1491 must establish a program that funnels potential donors to the Wildlife Conservation and Appreciation Fund. An important aspect of this bill is the committee's understanding and appreciation that the program must fund projects that are results-

driven and accountable to the committee, State fish and game agencies, and the general public.

The success of the fund will be determined by its performance and how grants are administered and evaluated.

I will close with just five suggestions.

To build a credible program, the Partnerships for Wildlife program must work closely with State fish and game agencies to establish the criteria for the projects.

It must be administered with the highest degree of accountability. Administrative costs levied against the program must be kept to a minimum.

Funding for the program should be allocated competitively. Leadership and innovation should be rewarded.

The Foundation's track record for establishing functional and lasting partnerships is unparalleled by any Federal agency. As currently written, the legislation does not provide the Foundation a role in project administration and evaluation. We would suggest that the legislation be amended to set up a joint Service/Foundation process for funding, administering, and evaluating grants under the program. Project eligibility should be contingent upon approval of the Foundation's board.

Finally, the bill does not provide any financial support to the Foundation for administering private funds. We would encourage a direct role in administration and a provision to provide administrative support for the foundation.

Thank you.

Senator BAUCUS. Thank you very much, Mr. Eno.

Next, Dr. Inkley.

STATEMENT OF DOUGLAS B. INKLEY, LEGISLATIVE REPRESENTATIVE FOR WILDLIFE, NATIONAL WILDLIFE FEDERATION

Mr. INKLEY. Thank you, Mr. Chairman, for this opportunity to testify. I was unsure when you were going to call on me, but this time I was quite sure you would call me. I appreciate this opportunity to be here today.

First of all, I would also like to commend Senator Mitchell for his introduction and leadership by introducing S. 1491, the Partnerships for Wildlife bill. The National Wildlife Federation greatly appreciates the leadership that you are demonstrating to nonconsumptive uses of wildlife by the introduction of this bill.

The National Wildlife Federation has a long history of support for the conservation and proper management of our fish and wildlife resources. This includes proper utilization of wildlife for both consumptive and nonconsumptive purposes.

The history of our support for fish and wildlife management includes establishing programs and funding for these programs. Examples of the programs that we have supported in the past, including funding for them, are the North American Wetlands Conservation Act; the Pittman-Robertson Act; the Dingell-Johnson Act, and many others with which this committee is so familiar and has supported for a long time.

What I would like to do in the next few moments is just briefly explain why the National Wildlife Federation strongly supports the Partnerships for Wildlife Act.

First of all, there is absolutely no question about the biological need for the Partnerships for Wildlife Act. Fish and wildlife populations, especially those used for nonconsumptive purposes, are in a state of dramatic decline. For example, we have already heard testimony about the status of birds in this country. You indicated some of that in your opening remarks, Senator Mitchell. The Fish and Wildlife Service has over 100 migratory bird species that they have documented to be in long-term decline. Unfortunately, 16 of these species have declined nearly 70 percent in just 23 years, and 45 of the once-abundant bird species are now in a state of significant decline, including species that we have historically enjoyed in our back yards, such as the American goldfinch, the eastern bluebird, and the northern cardinal.

The story is much the same for amphibians. Again, U.S. Fish and Wildlife Service data indicates significant declines nationwide in amphibian populations, and I can say that this is true for all the other groups of animals, also. With respect to fish, in 1989 the American Fisheries Society reported on 254 species of fish in North America that deserve special protection.

Obviously, there is little question about the biological need for the Partnerships for Wildlife Act. And to use your own words, Senator Baucus, it is indeed true that we do need to act sooner to save these species.

There is also absolutely no question about the public interest in nonconsumptive use of wildlife. In 1991, over 160 million Americans observed, photographed, and enjoyed wildlife for nonconsumptive purposes, and in 1988 Americans spent over \$14.3 billion—that's "b," not "m"—\$14.3 billion for nonconsumptive use of wildlife.

I know that of particular interest to you, Mr. Chairman, is that in the State of Montana, 92 percent of the population enjoyed wildlife for nonconsumptive purposes in 1991, and in doing so they spent more than \$69 million. The figures are much the same for Maine. In Maine, over 87 percent of the population enjoys wildlife for nonconsumptive purposes on an annual basis, and in 1991 spent over \$68 million for nonconsumptive enjoyment of wildlife.

Because of the biological need and the public interest in the conservation of wildlife for nonconsumptive purposes, the National Wildlife Federation does strongly support S. 1491. We believe that S. 1491 will be effective for several reasons. One of these is that it establishes partnerships for conservation. We already have a long history of success in this country of partnerships for conservation. One example is the Forest Service's Challenge Grant program, which in 1991 was very similar in scope to the size of the program that would be established by the Partnerships for Wildlife Act. In 1991, that was a \$30 million program; \$2 in private monies was provided for every single Federal dollar that was appropriated. So that was a very successful program in terms of attracting donations and achieving conservation benefits on Forest Service lands.

Also very successful has been the North American Wetlands Conservation Act. As I said before, we are glad to see your leader-

ship, Mr. Mitchell, in the conservation of wildlife, not only for waterfowl and other birds that enjoy wetlands, but also for nonconsumptive purposes—that is, in the Partnerships for Wildlife Act. Mr. Eno has already testified to the tremendous success of that program, and the National Wildlife Federation fully endorses that program.

We are also pleased with the Partnerships for Wildlife Act because it would be very cost-effective. I won't go into the formula that the act spells out, but I would say that every single Federal dollar appropriated would generate three additional dollars. In this time of budget crisis we think that this is a very cost-effective program for the Federal Government to be involved in to effect true conservation for our fish and wildlife resources.

Finally, we support the act because it proposes to operate through the U.S. Fish and Wildlife Service and the State game and fish agencies, both professional management agencies, and we believe this is where this program should be focused so that we can have professional management of our fish and wildlife resources.

In closing, I again reiterate that we do strongly support the act and we thank you for your work on this. The National Wildlife Federation is prepared to work with the committee and other Members of Congress to see to it that this bill successfully passes this year.

Thank you very much.

Senator BAUCUS. Thank you very much, Dr. Inkley. I thank all five of you for your very strong testimony in support of this legislation. It will help us very much to create a good, strong record as we work toward passage of this bill. Thank you.

I would like now to turn to Senator Mitchell for any questions that he may have.

Senator MITCHELL. Mr. Chairman, thank you very much for your courtesy.

By letter dated July 21st of this year, the Maine Audubon Society endorsed the bill, and I ask unanimous consent that their letter be placed in the record.

Senator BAUCUS. Without objection, it will be included.

[The letter referred to follows:]



MAINE AUDUBON SOCIETY

Gisland Farm • 118 U.S. Route One • Falmouth, Maine 04105 • 781-2330

The responsible voice for Maine's environment and natural resources.

July 21, 1992

The Honorable Max Baucus
Chair
Environmental Protection Subcommittee
Environment and Public Works Committee
458 Dirksen Senate Office Building
Washington, D.C. 20510

Re: Partnerships for Wildlife Act (S. 1491)

Dear Senator Baucus:

I am writing on behalf of Maine Audubon Society in support of legislation introduced by Senator Mitchell, the Partnerships for Wildlife Act (S. 1491), to build partnerships among Federal and State governments and private entities to carry out projects aimed at conservation of non-game, watchable wildlife through education, research, and management. A statewide organization with over 7,500 household members, Maine Audubon has been involved with efforts to conserve non-game species since its inception, dating from 1843. Our experience in Maine has provided ample proof of the soundness of the policies that underlie and urge passage of this legislation.

The lack of State financial resources to support conservation of non-game species and their habitat is a major problem in Maine, as I understand from colleagues it is in virtually every other state. For example, Maine's Department of Inland Fisheries and Wildlife is directed by law to identify and map for protection habitat that is "essential" to the recovery of species listed as endangered under state law and other significant wildlife habitat. These efforts have stalled due to the lack of funding; valuable public resources remain at risk. Substantially less than 10% of the state funds available for wildlife programs in Maine goes to efforts to conserve the vast majority of species in the state - its nongame, watchable wildlife.

Allowing the State to supplement the limited state funds available with a match from the privately-funded Wildlife Conservation and Appreciation Fund, as the bill proposes, may not only help conserve valuable public assets and key components of our natural heritage but also generate information useful to the private sector in planning for development.

Like the highly acclaimed North American Wetlands Conservation Act, this bill would forge public/private alliances to achieve critical conservation objectives. We have learned

first hand that substantial benefits flow from cooperation with private business in efforts to promote conservation of watchable wildlife species. Since 1986, Maine Audubon has worked with L.L. Bean, Inc. to this end. Donating a portion of profits raised from sale of merchandise depicting wildlife at risk, L.L. Bean has funded Maine Audubon efforts, often coordinated with Maine's wildlife agency, to conduct research on species at risk in Maine, including the spotted and Blandings turtles, various wetland bird species, and common terns, to provide a speakers bureau service to promote community understanding of nongame wildlife and its habitat needs, and to develop classroom teaching materials. In short, combination of the expertise at marketing and distribution of one of Maine's business leaders and the scientific and policy skills within our organization and state government has yielded substantial benefits for the state's watchable wildlife.

The broad-based and growing public interest in non-game species, such as song birds, that we are witnessing also suggests that this legislation will be successful. Last year, about 20,000 people visited our Ouiland Farm wildlife sanctuary alone, and approximately 3500 people participated in our wildlife-related field trips, walks and educational workshops. Each day, we receive dozens of calls from those with questions or concerns about Maine wildlife and its habitat. Last spring, nearly 1,000 attended a "Bird Day" event we hosted to highlight the plight of neotropical migrant bird species, many of which rely on the North Maine woods for their summer habitat. This year, about 600 volunteers devoted considerable time and energy to Maine Audubon's annual loon count, which has generated valuable data on productive and sensitive loon nesting sites.

The lack of state resources to adequately manage watchable wildlife species, the multiple benefits of uniting public and private interests in improving that management effort, and the growing public support and recognition of this need all argue strongly for enactment of this legislation.

Thank you for your consideration. Please include this letter in the record for your July 24th hearing on this bill.

Sincerely,



Todd R. Burroves, Esq.
Director, Public Policy and
Advocacy

CC: The Honorable George J. Mitchell

Senator MITCHELL. Thank you, Mr. Chairman, for your courtesy in permitting me to go first.

Dr. Crowe, under Director Turner's leadership at the U.S. Fish and Wildlife Service, funding for non-game wildlife has increased to nearly \$6 million annually, but that still represents about 1 percent of the Service's resource management budget for fiscal year 1993.

If the legislation we are considering today is enacted into law, can you give us any assurance that the Service will request the amount authorized under this bill in fiscal year 1994?

Mr. CROWE. We will, sir. Director Turner is very supportive of this.

Senator MITCHELL. Thank you for that.

Will you and Director Turner try to ensure that any amounts appropriated under the Partnerships for Wildlife Act are added to existing non-game programs and are not simply used to replace funding for existing programs?

Mr. CROWE. Absolutely.

Senator MITCHELL. All right.

Mr. Peterson, in his written statement said that the Partnerships for Wildlife program "will be fatally undermined if it is seen as a competitor with existing game and sportfish programs."

Will the State fish and wildlife agencies cooperate in ensuring that any amounts appropriated under this act are added to existing non-game programs and are not simply used to replace funding for existing programs?

Mr. CROWE. Yes, sir. I am very sure of that. In fact, most States now have non-game programs, and they are looking forward to this effort to help them stimulate these non-game programs. So I think it will act as a multiplication of those programs, and certainly not an offset.

Senator MITCHELL. Finally I would like to ask a question, and ask Dr. Crowe, Mr. Peterson, and Dr. Inkley each to respond to it.

Do you think that a State fish and wildlife agency should be required to have adopted a comprehensive conservation plan under the Fish and Wildlife Act of 1990—that's the so-called "non-game act"—in order to qualify for matching funds under this act?

Mr. CROWE. No, sir, I would not view that as a prerequisite. I am a planner by training and vocation, but I don't believe that's an absolute necessity in order to go forward. At least it could jump-start a few programs, and maybe from that convince some entities that they need to do some more comprehensive planning.

Senator MITCHELL. OK.

Mr. Peterson.

Mr. PETERSON. No, sir, I do not believe that should be a prerequisite. Most States have information on non-game species that at least gives a good idea of some very high priority things that they need to do. So I would like to see some of those high priority things done, and then over time build a comprehensive plan. I think we need a comprehensive plan, but to put a lot of this money up front simply into planning with no results being shown would, I think, be a mistake. I think it would be difficult to get partners to support planning. I think we would like to see partners support things that get things done on the ground that people know need to be done.

Senator MITCHELL. Dr. Inkley.

Mr. INKLEY. Thank you. With due respect to my colleagues I would like to gently differ with them and say that the National Wildlife Federation would indeed support comprehensive plans being put into place for management of fish and wildlife in their States before they could accept funds from this particular program.

However, I would point out that these funds, provided by the Partnerships for Wildlife Act, should in no way be used for planning purposes. They should, instead, be used for direct implementation of any plans that are developed or plans that are already in place. Thank you.

Senator MITCHELL. Well, I thank each of you gentlemen for your testimony.

Mr. Chairman, before I leave I want to first recognize the presence of and pay tribute to Senator Chafee, who is a coauthor of this bill and who both you, Mr. Chairman, and I have worked with for so long and on so many issues with respect to preservation, conservation, and protection of our environment. Senator Chafee has been one of the truly great national leaders in these efforts, and I am pleased to be able to join with him on this legislation and to thank him for all he's done in protection of the American environment over these past several years.

Finally, Mr. Chairman, I would like to thank Mr. Gorman for coming down. Leon Gorman is the Chief Executive Officer of L.L. Bean, one of the largest employers in Maine and one of our best-known companies, one in which every Maine citizen takes pride. Leon and I happen to have been friends for a long time, having gone to college together, and he has done an outstanding job with the company. I know that both Senator Baucus and Senator Chafee are familiar with L.L. Bean, as most Americans are, but they may not be familiar with the truly outstanding community record that L.L. Bean has. Mr. Gorman's statement touched, Senator Chafee, upon some of the contributions that they have made, and he indicated a willingness to be a leader in this effort if this legislation is passed. I want to say that it is a company that has a tremendous community spirit and regularly makes contributions in money, people, time, effort, and leadership toward the betterment of our quality of life.

Leon, I am very grateful to you for coming down and for adding your support for this legislation.

Mr. GORMAN. My pleasure, Senator, and thank you very much.

Senator BAUCUS. Well, thank you very much, Senator Mitchell.

I want to thank you, too, Mr. Gorman, for coming. I might say that in Montana we see many L.L. Bean catalogs—

[Laughter.]

Senator BAUCUS. In addition we are seeing more of another company's catalogs because their telemarketing headquarters is located in Montana, and that's Patagonia.

But I am very impressed with and very proud of your company and Patagonia and other similar companies that are not only good businesses, but are making a great contribution to America in the sense that they encourage people to utilize the out-of-doors and take advantage of the natural resources that our country has.

I thank you for all the projects you have undertaken. I know that Patagonia of Montana undertakes similar projects, and I thank you very much for what you are doing.

I would now turn to Senator Chafee.

Senator CHAFEE. Mr. Chairman, I would first like to thank Senator Mitchell for those very, very generous and kind remarks, which are typical of him. This bill is his bill, and I am delighted to join as a cosponsor; but the labor on it has been Senator Mitchell's. He has generously shared credit, but I think we ought to know where the principal thrust came from. It is Senator Mitchell who is one of the great contributors to every effort that has been made in this committee in connection with improving the environment.

I must say, Mr. Gorman, Maine has a lot to be proud of with Senator Mitchell here in the Senate and being our leader.

I also want to say that I've been to your place of business in Freeport, and it is true that they are open 24 hours a day, 365 days a year, because I've been there at 3:00 o'clock in the morning, trying to buy a canoe—no problem—and it is an extraordinary store. I don't know when you stop to take inventory. I guess you've got the system to where you don't bother with that.

Senator BAUCUS. What were you doing up at 3:00 o'clock in the morning?

Senator CHAFEE. Well, going through. I just wanted to see whether they were open all the time.

[Laughter.]

Senator CHAFEE. I assume you are open Christmas Day?

Mr. GORMAN. That's right.

Senator CHAFEE. It's an extraordinary store. How you found time to come down here is remarkable. Maybe you're going right back to take care of the weekend traffic.

In any event, we are delighted you are here. I want to thank everybody.

I will have a couple of questions, but I know that Senator Mitchell has to leave.

Senator BAUCUS. Thank you very much.

Gentlemen, the basic question I have is what ideas do you have so that you and organizations you belong to and others of us can help encourage more public appreciation of and involvement in non-game conservation efforts. The Dingell-Johnson Act certainly helps encourage the public's understanding and support of our fisheries, and the Pittman-Robertson Act, which helps with game. Obviously, those acts levy excise taxes, matched by State funds. There is a constituency in each of those areas, at least a more fervent constituency than there is for non-game, it seems. I'm sure that L.L. Bean would not support an excise tax on its products, and Patagonia wouldn't either.

But I'm just curious about what ideas you have as to how to generate more public support. As we all know, the Fish and Wildlife Conservation Act of 1980 was good legislation, but we're having a hard time getting dollars for it. Senator Mitchell's bill is a tremendous bill, but we have to generate Presidential and congressional appropriations for the program.

What ideas do each of you have for helping to generate more public support in this area? That is, support for the "missing part of the puzzle," if you will?

Mr. PETERSON. I guess, Mr. Chairman, in looking at this over the last four or five years, one of the reasons we think there isn't more public financial support is a feeling that all of those birds that we are used to seeing are just going to be there anyway, and what would you do if you were trying to improve their situation? A primary reason behind producing *Bridge to the Future* is to spell out, on a State-by-State basis, some of the specific things that can be done. I think that once we say to people, "Here are some things that you can in fact do," then I think that will help build the type of commitment that Mr. Gorman talked about, and hopefully it will build not only what I call "sentimental support" but support that goes beyond being sentimental, support that says, "Here, I am willing to put my shoulder to the wheel," or, "I'm willing to actually put out some money." Historically, it has been those who hunted and fished who have said, "We're willing to put out some money." Of course, they had a hammer in that they couldn't fish or hunt without maybe paying. But agreeing to be taxed was a big step.

We are looking at ways to fund this type of program over time, but first we needed to develop the programmatic side, to say "Here are things that need to be done." We think is a first step which we are trying to do now.

Senator BAUCUS. Anyone else?

Mr. ENO. I think there are two things, Senator, and I think your bill touches on this and some of the testimony has touched on this.

First of all, you need a pot of money. It doesn't need to be a large pot of money. As you have noted, the 1980 bill was never funded. But you need a pot of money to start the ball rolling.

The second thing you need is entrepreneurial spirit. You can't just have the money authorized, appropriated, and then allocated, and let it sit there. You have to have an engine that goes out and seeks the partners, goes and finds the matches. I think the Foundation has proved that in the last five or six years of our operation in terms of North American Wetlands, in terms of Partners in Flight for non-game birds. You can't just sit on your pot of money like an egg. You have to go out and venture partners for it. That's the key to building public support. We've shown that by funding watchable wildlife guides, for example. Montana was one of the first States where we did that. That puts something out on the table for the average John Q. Public, and you build on each of those projects until you get a core of support, a nucleus of a constituency that will eventually be self-driving once you have the mechanisms in place.

Senator BAUCUS. Thank you.

Dr. Crowe.

Mr. CROWE. Yes, Mr. Chairman. Somewhat to reiterate what has been said, I would add that I think there is considerable support—at least the surveys that I see indicate support and interest—broadly across the American public, but it hasn't been focused well. They weren't quite sure, I think—who did they go to for goods and services? I would suggest that that's what we're dealing with with this legislation, to kind of get a program up and running, to begin

to turn out goods and services for the average citizen who is interested in nonconsumptive use and non-game use; he now views his State agency as being the supplier of those experiences.

I think there has been some confusion in the past. I think the attention and the support is there; this legislation, I believe, will help focus it.

Senator BAUCUS. Let me ask you, why hasn't the Administration requested funds to carry out, for example, the Non-Game Act? You say the Service supports it, but why hasn't the Administration?

Mr. CROWE. I don't know, sir.

Senator BAUCUS. Could you hazard a guess?

Mr. CROWE. I could hazard a guess, but I would be in trouble when I got home.

[Laughter.]

Senator BAUCUS. All right. Would you care to talk about what it might be?

Mr. CROWE. I think nobody has really come to grips with the fact that this isn't a sportsman's issue, or it isn't a non-sportsman issue. It isn't an anti-hunter issue. It isn't a fisherman's issue. It's everybody's thing. I think that is what we have got to deal with to try to get away from these factions, and the sportsmen being worried about the non-sportsmen crowding them out of their traditional roles, and vice versa. I think we have got to get over that jump and say, "Listen, wildlife is everybody's business. We need to be managing for the long-term conservation and the maintenance and perpetuation of the whole resource." If some of it produces a harvestable surplus, fine.

Senator BAUCUS. I guess it would just help if the Administration would make such a request, because that would help provide the seed money to generate some of the programs that Mr. Eno was talking about. Then we can get the ball rolling here a little bit.

Mr. ENO. Mr. Chairman, if I may respond to that, I think what's been missing in terms of the Executive Branch's support for this is the lack of recognition that nonconsumptive wildlife, as Mr. Gorman has testified, is good business. It puts money on the table. But the traditional view of wetlands and non-game wildlife is that they are valueless, and there is plenty of documentation to show otherwise today.

Senator BAUCUS. I'll attest to that. Just a couple weeks ago when I was home during the July recess I took off and went for an all-day hike. I didn't go fishing or hunting. I went out and bought some equipment. It was wonderful. I saw deer and lots of wildlife. I ran across a bear that didn't even see me. It was a young bear, about as close as you and I are or slightly farther away. I just took up my camera, and the bear still didn't see me; he was pawing away at an old rotten log, eating ants and bugs out of this log. It was just wonderful. And I know a lot of people just go out and do that in addition to fishing and hunting.

Anybody else on how we can get more support here?

Mr. INKLEY. Thank you, yes. I would like to comment briefly on that.

Certainly, the lack of funding for nonconsumptive uses of wildlife has been a source of frustration for the National Wildlife Federa-

tion over the years because of the traditional involvement of the State and Federal programs in consumptive uses of wildlife.

We strongly believe that some of the solutions to this include greater education, and that is something we have endeavored to do at the National Wildlife Federation for a long time, to educate the public about the values and uses of nonconsumptive wildlife species.

Second, because there is the tremendous use by a large majority of the population of wildlife for nonconsumptive purposes, as I demonstrated with the figures from your own State that I gave during my testimony, we believe it is appropriate that general appropriations tax money should be used as seed money for programs such as the Partnerships for Wildlife Act, because it is the whole general public that is benefitting from it and it is the general public that is paying those taxes.

Senator BAUCUS. OK.

Mr. Gorman.

Mr. GORMAN. It just seems to me, from what I do know of the subject, that increasing numbers of American people no longer take the future of non-game species for granted and would be very receptive to this type of program. To my thinking it is appealing to many, many businesses, not just those in recreational products but those dealing in children's products or whatever, because it is so important and so appealing to kids in school. I think you have a very receptive audience out there for this concept.

I would just go back to Mr. Eno's suggestion, that it does need some act of proactive leadership just to get all the various interested parties together, but I think there is a very receptive audience out there for this partnership concept.

Senator BAUCUS. I appreciate what you all said and I want to underline a point which I made earlier which many of you have confirmed, namely, how important it is to get ahead of the game with respect to conserving species. This point came home to me vividly—and I think it has to other members of this committee—as we try to deal with old growth forests in the Pacific Northwest. For example, the States of Oregon and Washington both, in the early 1970's, warned us about the owl being potentially threatened, very strong warnings, and nobody did anything about it. The State of Oregon didn't. The State of Washington didn't. The Executive Branch didn't. The Congress didn't. We're all guilty. The Executive Branch and the Wildlife Service and the relevant agencies knew this was coming and basically, in my judgment, did not take the appropriate actions to conserve the owl at an early date. We in the Congress are at fault because we passed riders on appropriations bills which also postponed the inevitable day of reckoning. So now we are pressed into a very short time period within which we have to make very difficult decisions, and the shorter the time period, the more dire the consequences either way. There is just less room to maneuver in.

It is critical that there is much more support for game and non-game species at an earlier date so that we can begin to be more sensitive to the potential decline of endangered species in taking actions early on. A lot of it is just sensitivity and awareness of what is happening.

So that's very important to me, and it's one reason why I think acts like this are very important.

Senator Chafee.

Senator CHAFEE. Thank you, Mr. Chairman.

Gentlemen, what I would like to do is explore with you some thoughts on this. It seems to me that what we will get down to is habitat. I am appalled by the figures that were presented here by Mr. Inkley in connection with the decline of our songbirds and migratory birds.

I had the privilege of going to Belize, where a very substantial portion of land is being set aside—attempted to be set aside—by what is known as Project Belize where, under the original leadership of the Massachusetts Audubon Society, they are attempting to buy some several hundred thousand acres. Many of these species that we are dealing with are migratory which don't recognize borders and go into Central America and sometimes South America.

My question is, are any of you familiar with efforts to contribute to purchase of lands outside of the borders of the U.S.? Ducks, Unlimited was founded on the principle of buying Canadian wetlands. Are any of you familiar with Belize? Mr. Eno, I looked over some of the contributions that you've made, and everybody speaks well of you and your organization. Have you contributed money outside of the U.S.? Anybody who knows about the Belize project, I would be interested in hearing your thoughts on how it is coming because, I must say, I haven't followed it lately.

Why don't you go ahead, Mr. Eno?

Mr. ENO. Senator, the answer to your question is yes. As you know, the Foundation pioneered the North American Wetlands Council by providing a vehicle for Federal appropriated dollars to go into foreign countries. In this case it was primarily Canada, but we have also funded wetlands projects in Mexico.

In terms of Belize, just last March we gave a major grant. I'm not sure if it was to the organization you mentioned, but we gave a grant to acquire 100,000 acres in Belize for songbird protection. We have probably done two or three dozen projects that run the gamut from research to education to acquisition and protection of habitat for songbirds throughout Latin America and the Caribbean islands. Your committee gave the Foundation authority to send appropriated dollars to foreign countries, and we are aggressively utilizing that capability for all sorts of projects, for songbird projects, for waterfowl and wetland projects, for research projects, you name it.

Senator CHAFEE. Mr. Inkley, do you have any comment?

Mr. INKLEY. Thank you, Senator Chafee. First of all I would like to commend you for your efforts in joining with Senator Mitchell in introduction of the Partnerships for Wildlife bill. Thank you very much.

The National Wildlife Federation has been involved in international conservation, but not particularly Belize that I'm aware of. But we do strongly support conservation of tropical areas for neotropical migrant birds, and also for all their other purposes, including the tremendous biological resources that they do have.

I would like to point out that we also believe that we need to take care of business right here at home in the United States, since approximately half of the year these migratory bird species are

here. We can set a good example at the National Wildlife Federation by working not only to conserve our tropical areas, but the habitat areas that we have right here in the United States.

Senator CHAFEE. Mr. Gorman, I know that your company has done a lot in Maine. I am familiar with the conservation efforts in Maine. My father was born in Sorrento, Maine, and I've been up there practically every year of my life except for a few years when wars interrupted. We own property up there, so I am familiar with the Maine—what is it called, the island conservation group that purchases—

Mr. GORMAN. The Maine Coast Heritage Trust.

Senator CHAFEE.—the Maine Coast Heritage Trust. I think Peggy Rockefeller was instrumental in getting that started, Mrs. David Rockefeller. That's a wonderful effort. Have you participated in saving wetlands in Canada, or have most of your projects been devoted to Maine?

Mr. GORMAN. We've been a supporter of Ducks, Unlimited for many, many years, so our support would be through D.U.

Senator CHAFEE. I must say, the thing that impresses me about the Fish and Wildlife Service is the ingenuity of a governmental organization to fashion, with the Nature Conservancy and the Audubon Society and other groups, easements and purchases and all kinds of protective efforts. I certainly see it in my home State where Fish and Wildlife has worked with those organizations and others that I have mentioned in a very ingenuous fashion. All too often the Federal Government is looked on as hidebound and unable to operate in a flexible fashion, but I've seen them operate in an extremely flexible fashion in order to achieve the goals. So I want to pay tribute to Fish and Wildlife and what you folks have done.

I'd just like to ask one final question. I notice in the testimony about the decline of frogs. Now, I've never tossed and turned at night from worrying about frogs, but others indicate that there's a real concern and that something is happening in our country. Could somebody tell me about that?

Mr. ENO. Senator, I'm superficially familiar with it, and it's not just in our country. It's a worldwide phenomenon. We have funded a grant, actually, to allow Service herpetologists to go to a worldwide conference in London last spring, for which they didn't have support for their travel. Doug Crowe can speak to this.

We have also given a number of grants to address herpetological declines. Wyoming has one of the best herpetologists in the country at Wyoming Fish and Game, and we actually gave him a Yeager award for his precedent-setting work with the Wyoming Toad.

But it is a worldwide phenomenon. It is important in terms of other critters, because a lot of things eat frogs and salamanders. It is a very, very general phenomenon affecting hundreds of species of amphibians and reptiles.

Senator CHAFEE. Well, something is happening, apparently. I know that in the light recesses in our house, outside the door, you could reach down and there would be frogs down in the damp leaves in there, and there are not anymore. I suppose I wouldn't have noticed it, except I've read about it. Is there something hap-

pening worldwide that these frogs are disappearing? Is that the situation?

Mr. ENO. There is something. I've read speculation that there is an acid rain component. I'm not capable of telling you the whys and wherefores, but I do know that it's happening. Surveys have documented the decline.

Senator CHAFEE. What do you say about that, Mr. Inkley?

Mr. INKLEY. Thank you. I do agree with the comments of Mr. Amos Eno on this. At the National Wildlife Federation we, too, are indeed concerned about these worldwide and nationwide declines that are reported for amphibians.

To bear out your personal observations at your home, I might point out that recent U.S. Fish and Wildlife Service data indicates that when a survey was done of the previous known localities of northern leopard frogs, they could only find frogs at 12 percent of the original sites from which they were known before. So indeed there is something going on, but I think the question—as a scientist I can't tell you exactly what is going on. That is a question that needs to be answered by additional research and monitoring programs. We hope that this Partnerships for Wildlife Act and additional funding to research this program could help determine what the problem is.

Senator CHAFEE. Let me just say this. The Chairman asked the question, why hasn't the non-game legislation been funded? I suspect it hasn't been funded because there isn't a lobby out there pushing for it. I think it behooves all of us to stand up and squawk more, that the squeaky wheel does get the grease; there's no question about it. In all other areas, there is a fishing lobby, there's a hunting lobby, but those who are interested in the non-game species don't write, don't appear, don't complain, and part of that is our responsibility here in this committee. If I can send a message to the world at large, we've all got to speak up.

Thank you very much, Mr. Chairman. This is an interesting group. I like to milk their brains and hear what they've got to say—Mr. Peterson?

Mr. PETERSON. Let me add one point on your suggestion about working with other countries. I think you know our Association does represent the provinces of Canada and Mexico, and we're also working with other countries in Latin and Central America on questions of mutual interest.

For example, right now several of our States have gotten broadened authority to provide funding to other countries if it relates to species in their own State. For example, several States are helping fund projects in Canada and Mexico right now under the North American Wetlands Conservation Act. Generally they are using funding sources like duck stamp money and so on which can be spent in other countries.

We also have been working with Mexico for a number of years now to help sponsor biologists who are collecting information on species in Mexico in cooperation with the Fish and Wildlife Service.

But I think you are exactly on target, that we cannot look at this as just a U.S. problem, because if the critical habitat for a species

is in a country in Latin America, if that habitat goes, there might be nothing we could do in this country to bring back that species.

But this points out the need to do this early warning monitoring so that we detect these declining species early enough to track their habitat and say what's happening, because that's what we don't have now. We suddenly see an absence of frogs, but we didn't monitor that early enough to be able to say why. We need to have some real monitoring programs to detect these declines in songbirds and in other things so that we can go to the source of it, because sometimes either the nesting area in the north or the wintering area in the south may be an extremely small area. For example, for reasons that we don't know, the Copper River Delta in Alaska, which happens to be one of our States, that area in Alaska is home to a tremendous variety of species that occupy that area during the nesting season in the summer.

There are similar areas in Canada; there are similar areas in the Aleutians; there are similar areas in Latin and Central America in the wintertime, and we simply don't have the data right now to know where we ought to be putting our efforts.

Senator BAUCUS. Well, thank you very much, Mr. Peterson, and thank you all for your very helpful testimony. It has been a great aid to us.

Senator CHAFEE. Could I just make one other point?

If any of you have an opportunity to go to Belize, I would seize it. It is extremely interesting, not only because of the wildlife there, but also the Mayan ruins. I'm not a Chamber of Commerce for Belize, but you will all find it a very interesting trip. If you go into the western part of Belize, over to an area called Gallon Jug, you will find it very, very interesting, seeing the Mayan ruins.

The Chairman and I and others had an opportunity just recently to go to a wildlife preserve about three hours east of Rio de Janeiro, and there we were informed that some of the bird species from North America come and winter. So the distances these birds travel is just extraordinary.

I am more upbeat than the note generally sounded. Certainly in my State, tremendous efforts are underway to preserve open spaces and to preserve wildlife habitat, and frequently through these arrangements that I mentioned, where a series of units get together: Audubon, the Nature Conservancy, Fish and Wildlife, the parks department. I commend your organization, Mr. Crowe, for their willingness to adapt to these things. They do a whale of a job, at least up in my section.

Mr. CROWE. Thank you, sir. We view that as the wave of the future. Conservation is too big a job for any one or a combination of agencies to tackle alone. It's a job for all of us in these partnership efforts, which are going to lead us into the next century.

Senator CHAFEE. And frequently they are not acquisitions. They are easements that have been granted by local landowners. It's our experience that if you get the thing organized, and some landowners do it, then the others come along. But if nobody starts, then nothing happens. It isn't something that people voluntarily just leap up and say, "I'll give an easement to Fish and Wildlife," or, "I'll give an easement to the State." You've got to get the thing started. So we have local conservation organizations in our State,

and they've very, very good. Of course, they have them in Maine, likewise.

Mr. CROWE. We have some very energetic and innovative folks out there. Several of our people could have worked for P.T. Barnum, I think.

[Laughter.]

Mr. GORMAN. Just one thought. I think if your partnership concept envisions personal involvement of the various partners as well as financial, I think it will be much, much more effective in making things happen. That's been our experience with the educational partnerships in the State of Maine that involved not just money, but people from Bean or wherever getting involved in the work as well. It is much more effective than just passive financial support.

Senator CHAFFEE. Just out of curiosity, Mr. Gorman, have you ever computed what percentage of your business is overseas? In other words, non-U.S.?

Mr. GORMAN. It is small but significant, maybe in the 5 percent range, as a guess, 5 to 10.

Senator BAUCUS. Is that European?

Mr. GORMAN. It would be primarily Canadian, Japanese and European.

Senator BAUCUS. Thank you very much. We appreciate it.

The hearing is adjourned.

[Whereupon, at 11:52 a.m., the subcommittee adjourned, to reconvene at the call of the Chair.]

[Statements submitted for the record and the bill, S. 1491, follow:]

PREPARED STATEMENT OF AMOS S. ENO

Mr. Chairman, members of the committee, I am Amos S. Eno, Executive Director of the National Fish and Wildlife Foundation. I appear before you here today in support of S.1491, the "Partnerships for Wildlife Act." I would, however, like to propose some refinements to the legislation for your consideration.

This committee is in large part responsible for establishing and nurturing the National Fish and Wildlife Foundation. Since 1986 the Foundation has successfully funded over 540 projects worth \$62 million dollars to benefit the fish, wildlife, and plants resources of the United States. These projects are the direct result of congressionally appropriated funds totalling \$22.0 million that were then used as the catalyst for attracting an additional \$40.0 million dollars in non-Federal funds. The Foundation was established to develop conservation partnerships between the Federal, State, and the private sector. We have worked hard to manage our Federal funds in an aggressive and responsible venture capital manner. Our track record to date clearly illustrates the value of congressional support for the Foundation's "fish and wildlife partnerships."

At a time when budget constraints are on everyone's mind, the ability of the Foundation to take a leadership role in creating partnerships to fund and implement high-priority conservation projects opens up a new era of cooperation between Federal agencies, State fish and wildlife agencies, and the private sector. Dollar-for-dollar, the Foundation may be the most cost effective organization for implementing the types of conservation projects envisioned in S.1491.

Conservation partnerships not only give the American Taxpayer good value for their appropriated dollar, but they also build stronger and broader constituencies for natural resource management; they promote improved understanding and communications among diverse natural resource interests; and they provide a broader base for the longer-term maintenance of fish and wildlife resources rather than yet another reliance on the Federal till.

For the record I wish to submit the Foundation's 1991 Annual Report that will provide this Committee with a greater understanding of the Foundation's programs than time allows here.

For the last decade, conservation interests have searched for ways to provide greater support to the broad array of biological resources that we have come to call biological diversity, and one of its most compelling subsets, nonconsumptive wildlife conservation and appreciation projects. The need for a reliable source of funding for comprehensive wildlife management was recognized by this Committee and the Congress with the passage of the Fish and Wildlife Conservation Act in 1980. While laudable in its goals, and reauthorized twice, this legislation has yet to receive any Federal appropriations. Though evidence of the need for such a program has continued to grow since 1980, the Act has remained unfunded due, in part, to lukewarm Federal agency interest and the lack of a strong, broad-based, and vocal constituency.

In 1990, the Foundation helped coordinate and fund the Wildlife Diversity Initiative which produced *A Bridge to the Future* which provided an assessment of the needs and benefits of a nationwide wildlife diversity program. This effort provided a glimpse of the potential that exists in all 50 States and territories, and the interest of these States to do more. While the broader funding needs of such a program lie outside the scope of S.1491, I believe that the "Partnerships for Wildlife Act" can provide the spark that will lead to building the necessary broad coalition of support that is necessary if we are to truly develop a comprehensive wildlife diversity program.

Since 1986, the Foundation has funded a minimum of 75 projects that meet the broad definitions of the nonconsumptive wildlife conservation and appreciation projects as presented in S.1491. These projects have committed \$2.3 million in Federal matching funds which have been matched by more than \$4.3 million on challenge funds. Sample projects include development of GIS-gap analysis in the States of Idaho, California, and Montana; providing seed monies for the development of "watchable wildlife" guides in 13 States; and our leadership role in developing the "Partnerships in Flight" Initiative to conserve our migratory songbirds that we share with the rest of the Americas. I have attached a listing of these projects to my testimony and ask that they be included in the record.

Sources of private funds raised in support of these projects range from dimes and quarters raised by school children in Nebraska to sizable donations from Fortune 500 corporations such as Dow, Exxon, IBM, Southern California Edison, and U.S. Windpower. Recipients of these grants are equally diverse ranging from large national conservation organization like The Nature Conservancy and State fish and wildlife agencies to small regional grassroots organizations. The diversity of fish and wildlife species that have benefited from these programs defies calculation but they represent hundreds of species of birds, fish, mammals and flowering plants.

Comparison of the Foundation's allocation of Federal matching dollars to challenge dollars only scratches the surface of these partnerships. It fails to give an accounting of the thousands of hours of volunteer time donated by senior citizens, youth groups, and local corporations. It fails to grasp the forging of new alliances that persist long after the Foundation has written its last check for a project, and it does not begin to take stock of the new constituencies for responsible natural resource management that emerge from such partnerships.

Over the past six years, the Foundation and its partners have leveraged each Federal dollar and produced a minimum of three dollars for on-the-ground projects that benefit fish and wildlife resources. Our experience to date, indicates that nonconsumptive wildlife conservation and appreciation projects are natural for the Foundation's partnership formula. What has been lacking in the past is a central program for attracting donations to such programs. To succeed, however, S.1491 must establish a program that funnels potential donors to the Wildlife Conservation and Appreciation Fund. An important aspect of this bill is the committee's understanding and appreciation that the program must fund projects that are results driven and accountable to this Committee, the State fish and wildlife agencies, and the general public. The success of this fund will be determined by its performance in how its grants are administered and evaluated.

Without a solid track record, this effort will fail as private donors send their dollars elsewhere and Congress appropriates its limited funds to other programs. To build a credible program, the Partnerships for Wildlife program will have to demonstrate the following:

1. The program must work with State fish and wildlife agencies to establish criteria for projects funded under this program. Guidelines should seek to ensure that the highest priority projects are funded and that matching funds provided will not

detract from other existing natural resource programs. The "Partnerships for Wildlife" program will be fatally undermined if it is seen as a competitor with existing game and sport fish programs. As partners in this program, State agencies will have to ensure that funds provided by the Partnership program are additive to existing State commitments, rather than merely a replacement for dollars subsequently allocated elsewhere.

2. The program must be administered with the highest degree of accountability. Administrative costs levied against this program must be kept to a minimum. At best, only income derived from the appropriated and donated funds should be used to cover administrative overhead with the entire principle available to fund projects. No grants should be used to underwrite administrative costs of State programs. The Foundation has established guidelines for its own grant making that could form a basis for development of these criteria.

3. At its inception, funding from the program should be allocated competitively. Leadership and innovation should be rewarded as such programs will best build a record of accomplishment and provide models for pilot programs in other States as well.

4. The Foundation's track record for establishing functional and lasting partnerships is unparalleled by any Federal agency program. As currently written, this legislation does not provide for the Foundation to play any role in project administration and evaluation. The legislation should be amended to set up a joint Service/Foundation process for funding, administering, and evaluating all grants under this program. Project eligibility should be contingent upon approval by the National Fish and Wildlife Foundation's Board of Directors.

5. Finally, the bill does not provide for any financial support to the Foundation for administering private funds raised as a match for appropriated dollars. Private funds donated to the Foundation will often be restricted to use in certain States and/or selected programs. In accepting these funds, the Foundation becomes accountable to the donor to ensure that they are expended properly. A direct role in the administration of this program, and provision for administrative support is warranted in our view. The Foundation supports the establishment of a Wildlife Conservation and Appreciation Fund to provide matching funds to a wide array of wildlife conservation and appreciation programs throughout the United States. We look forward to working with the committee, the U.S. Fish and Wildlife Service, and other interested parties to make this bill a reality.

National Fish and Wildlife Foundation

Watchable Wildlife Projects

1.....	Alaska Sea Otter Symposium U.S. Fish and Wildlife Service, Region 7..... Three-day symposium, April 17-19, 1990 to consolidate data and information on otter rescue efforts.. Alaska, Prince William Sound.....	Grant Amount—\$10,009 Approved— 03/28/90
2.....	Animal Inn Challenge..... USDA-Forest Service..... Cooperative educational program to protect tree snags..... BLM, FS, conservation organizations, are participants..... National.....	Grant Amount—\$50,000 Approved—03/28/90
3.....	Arizona Native Fish Project..... The Nature Conservancy, Arizona..... Assist The Nature Conservancy's effort to rehabilitate pond to serve as a grow-out area for endangered fish.. Arizona.....	Grant Amount—\$9,600 Approved—07/14/88
4.....	Avian Productivity and Survivorship..... Institute for Bird Populations..... Continent-wide program to assess productivity and surviv- al on the breeding grounds.. California.....	Grant Amount—\$40,000 Approved—07/24/91
5.....	Avian Sampling and Analysis.....	Grant Amount—\$29,500

National Fish and Wildlife Foundation—Continued

Watchable Wildlife Projects

5 (cont.)	U.S. Fish and Wildlife Service, Region 8..... Analysis of induced eggshell thinning in captive American kestrels.. Maryland	Approved—11/07/90
6	Bird Monitoring on the Potomac	Grant Amount—\$10,000
	Ornithologist	Approved—12/04/91
	Bird monitoring and educational outreach project for Maryland and Virginia along the Potomac.. Potomac River, Virginia/Maryland	
7	Bird Population Trends	Grant Amount—\$25,000
	Coastal Plains Institute	Approved—11/07/90
	Analysis of Breeding Bird Survey data using new statistical techniques.. Southeast	
8	Birds of North America	Grant Amount—\$60,000
	American Ornithologists Union	Approved—07/18/90
	Profiles of all North American species, including an extensive bibliography.. North America	
9	Birds of North America, II	Grant Amount—\$90,000
	American Ornithologists' Union	Approved—03/15/92
	2nd year—Compile & publish modern, comprehensive accounts for all breeding birds in N. America, incl. bibliography. National	
10	Boise River Observatory Challenge	Grant Amount—\$40,077
	Boise River Observatory	Approved—03/28/90
	Education center on the Boise River with observation areas enabling visitors to view incubating trout.. Idaho	
11	Boston Schools Conservation Education	Grant Amount—\$160,000
	Charles River Watershed Association	Approved—03/15/92
	60-day hands-on education program for students/teachers to increase environmental awareness.. Boston	
12	Bring Back the Natives	Grant Amount—\$500,000
	Bureau of Land Management, USDA, Forest Service	Approved—07/24/91
	Restoration of native fisheries, especially trout, in streams throughout the Intermountain West.. Intermountain West	
13	Buyer Beware Campaign, 1990	Grant Amount—\$50,361
	World Wildlife Fund—U.S.	Approved—11/07/90
	"Suitcases for Survival" program for teaching about international wildlife trade in schools. Also video for use on overseas flights.. National, International	
14	Buyer Beware Trade Brochure	Grant Amount—\$68,500
	World Wildlife Fund—U.S.	Approved—05/08/86
	Publication of brochure on the importance of obeying international wildlife trade regulations.. National, International	
15	California Biodiversity Mapping	Grant Amount—\$368,024

National Fish and Wildlife Foundation—Continued

Watchable Wildlife Projects

15 (cont.)	University of California, Santa Barbara Mount an effective ecosystem program identifying areas of need to protect biological diversity.. California	Approved—11/15/89
16	Chicago Urban Habitat Restoration..... Water supply for existing 30 acres of wetlands and 120 acres of restored wetlands.. Chicago	Grant Amount—\$600,000 U.S. Fish and Wildlife Service, Region 3 Approved—03/15/92
17	Children's Rainforest Challenge..... National Fish and Wildlife Foundation..... Funds donated by school children for rainforest protection in Latin America.. National	Grant Amount—\$1,000 Approved—03/12/91
18	Chincoteague Trailer Donation..... U.S. Fish and Wildlife Service, Region 5 and NWR..... Donation of two bunk trailers by Waste Management Incorporated for use by refuge volunteers.. Virginia	Grant Amount—\$12,850 Approved—07/14/88
19	Clearwater Forest Biodiversity Study..... USDA-Forest Service, Clearwater NF..... Develop a wildlife diversity habitat map using GIS gap- analysis procedures for national forest in northern Idaho.. Idaho	Grant Amount—\$25,000 Approved—11/07/90
20	Columbia Refuge Display..... U.S. Fish and Wildlife Service, Region 1..... Pilot small grants program assisting refugees in their public education efforts.. Washington	Grant Amount—\$669 Approved—02/10/88
21	Connecticut River Stewardship..... Quebec-Labrador Foundation..... Mapping of habitats, community outreach, text publica- tion, stewardship demo. project, policy evaluation.. Vermont, New Hampshire, Mass, Conn.	Grant Amount—\$150,000 Approved—12/04/91
22	Copper River Shorebird Studies..... USDA-Forest Service, Cooper River Institute..... Determine abundance and distribution patterns of shore- birds in southern Alaska. Monitor and coordinate throughout Pacific Flyway.. Alaska	Grant Amount—\$60,000 Approved—03/12/91
23	Cowbird Parasitism Study..... University of Central Oklahoma..... Demographic analysis and management plan for cowbirds, a nest parasite of many neotropical migrant bird species.. National	Grant Amount—\$24,000 Approved—07/15/91
24	DelMarVa Bird Habitat Needs..... The Nature Conservancy..... Survey critical habitats used by neotropical migrants during migration along Middle Atlantic coastline.. Delaware, Maryland, Virginia	Grant Amount—\$100,000 Approved—11/07/90
25	Dickcissel Breeding and Wintering Study	Grant Amount—\$5,950

National Fish and Wildlife Foundation—Continued

Watchable Wildlife Projects

25 (cont.)	University of Wisconsin, Ecology Department..... Collect baseline data on Dickcissel winter ecology to evaluate the effects of agricultural chemicals.. Venezuela and Wisconsin.....	Approved—03/15/92
26	Fishing Access Video..... Catskill Fly Fishing Center..... Production of a 12 minute video demonstrating how to provide low cost and low impact access to fishing sites.. New York, National	Grant Amount—\$15,000 Approved—03/12/91
27	Flora of North America Challenge..... Missouri Botanical Garden..... Create database of vascular plants of North America north of Mexico from data published since 1975.. National	Grant Amount—\$70,000 Approved—11/15/89
28	Forest Fragmentation in Pennsylvania..... Hawk Mountain Sanctuary Association..... Evaluate effects of forest size/fragmentation and isola tion on NT migrants; Prepare management plan.. Pennsylvania.....	Grant Amount—\$15,600 Approved—03/15/92
29	FWS Nongame Public Service Announcements..... U.S. Fish and Wildlife Service, Region 9..... Production of four thirty-second Public Service Announce ments on migratory nongame bird topics.. National	Grant Amount—\$50,000 Approved—11/15/89
30	Goshute Raptor Project, 1987..... Western Foundation for Raptor Conservation..... Research on raptor migrations on the Goshute Mountains to establish baseline data.. Nevada, Utah.....	Grant Amount—\$8,950 Approved—10/22/87
31	Goshute Raptor Project, 1988..... Western Foundation for Raptor Conservation..... Second season of raptor migration research studies..... Nevada, Utah.....	Grant Amount—\$8,000 Approved—07/14/88
32	Great Lakes Biota Research..... U.S. Fish and Wildlife Service, Region 8..... Grant from the Great Lakes Protection Fund to assist in developing a fish specimen bank for the Great Lakes region.. IL, OH, NY, WI, MI, MN, PA, IN	Grant Amount—\$34,615 Approved—03/12/91
33	Greenways for Wildlife..... The Conservation Fund..... Develop a manual for managing utility rights-of-way as greenways based on a study of current natural gas pipeline policies.. National	Grant Amount—\$50,000 Approved—07/24/91
34	Gulf Islands Bird Monitoring..... Nat'l Park Service, Gulf Islands Seashore..... Monitoring and education programs for national parks and reserves throughout the Americas.. National	Grant Amount—\$30,000 Approved—11/07/90
35	Hatchie NWR Handicapped Access.....	Grant Amount—\$300,000

National Fish and Wildlife Foundation—Continued

Watchable Wildlife Projects

35 (cont.)	U.S. Fish and Wildlife Service, Region 4..... Fishing access program for handicapped anglers on Hatchie refuge in western Tennessee.. Atlanta	Approved—03/15/92
36	Horicon Interpretive Center..... Wisconsin Department of Natural Resources..... Funds to build Interpretive Center for Horicon Marsh in Wisconsin, the upper Mississippi Flyway.. Wisconsin	Grant Amount—\$175,000 Approved—03/12/91
37	IAFWA Neotropical Coordinator..... Int'l Association of Fish & Wildlife Agencies..... Salary for a neotropical bird coordinator to assist conservation efforts by International Association of Fish & Wildlife Agencies.. National	Grant Amount—\$45,000 Approved—03/12/91
38	Idaho Biodiversity (GIS), 1988..... Idaho Cooperative Research Unit..... Graphic Information Systems project mapping the biological diversity of Idaho.. Idaho	Grant Amount—\$33,915 Approved—02/10/88
39	Idaho Biodiversity (GIS), 1989..... Idaho Cooperative Research Unit..... Second year support for Graphic Information Systems mapping Idaho's plant and animal preserves.. Idaho, National	Grant Amount—\$33,985 Approved—03/07/89
40	Maine Caribou Restoration Challenge..... Maine Caribou Project..... Experiment to create a self-sustaining caribou herd and publish research results.. Maine	Grant Amount—\$50,535 Approved—08/16/89
41	Migrant Bird Breeding Factors..... Indiana University..... Research to develop dbase on status of forest-dependent migrants and the environ. factors that influence them.. Forests near Bloomington..... Indiana	Grant Amount—\$74,000 Approved—03/15/92
42	Migratory Birds and Forest Management..... Trustees of University of Illinois..... To assess the impacts of logging, tract size, & edges on nesting success of migrants in fragmented forests.. Illinois.....	Grant Amount—\$50,000 Approved—12/04/91
43	Migratory Birds and Timber Harvest..... Manomet Bird Observatory..... Determine importance of landscape variables to migrant landbird conservation and develop bird-habitat models.. Maine	Grant Amount—\$118,000 Approved—12/04/91
44	Minnesota Forest Bird Management..... Minnesota Department of Natural Resources..... Landscape scale management plan for northern forests with high concentrations of breeding birds.. Minnesota	Grant Amount—\$250,000 Approved—03/12/91
45	Minnesota Valley NWR Land Donation.....	Grant Amount—\$0

National Fish and Wildlife Foundation—Continued

Watchable Wildlife Projects

45 (cont.)	U.S. Fish and Wildlife Service, Region 3..... Donation of twenty six acre tract of wetlands and a footbridge.. Minnesota	Approved—05/08/86
46	Montana Gap Analysis Mapping..... Montana Cooperative Wildlife Unit..... University of Montana project to provide gap analysis of the state of Montana.. Montana	Grant Amount—\$163,152 Approved—12/04/91
47	Neotropical Habitat Management..... World Wildlife Fund—U.S. Developing management programs for neotropical migrants in critical wintering areas in Mexico and Belize.. Mexico, Central America	Grant Amount—\$350,000 Approved—03/12/91
48	Neotropical Migrants in New York	Grant Amount—\$75,000
	Cornell University	Approved—12/04/91
	8 training workshops to integrate info. @ cons. of NT migrants into "Planning for Wildlife"; video & hand-book. New York	
49	Neotropical Migrants in South Carolina	Grant Amount—\$28,000
	South Carolina Wildlife & Marine Res. s Dept. Conservation planning and management of neotropical migrants in South Carolina; results will be published.. South Carolina	Approved—12/04/91
50	Neotropical Waterfowl and Wetlands	Grant Amount—\$50,000
	IWRB/WHSRN	Approved—07/18/90
	Promote conservation of waterfowl, shorebirds, and wetland habitats in the neotropics.. Latin America	
51	Nest Predation Study..... Smithsonian Institute, Conservation Research Ctr. Effect of deer density and predators on reproduction of ground nesting birds. Study conducted in western Virginia.. Virginia	Grant Amount—\$48,000 Approved—07/24/91
52	Nest Predation Study, II	Grant Amount—\$113,544
	Smithsonian Institute, National Zoological Park Annual census of vegetation, deer/nest predation, under story birds; goal is to develop management plan.. Shenandoah NP, G.W. Nat'l Forest	Approved—03/15/92
53	New York Birds and Landscape	Grant Amount—\$30,000
	Cornell Laboratory of Ornithology	Approved—07/14/88
	Examine landscape patterns and their relationship to bird species diversity in New York State.. New York	
54	North Carolina Migrant Bird Program..... The Nature Conservancy, North Carolina	Grant Amount—\$75,000
	Plan to research & develop plan for habitat management strategies for 12 neotropical species in Roanoke River.. North Carolina	Approved—12/04/91
55	Ovenbird Habitat Fragmentation Model..... Hawk Mountain Sanctuary Association	Grant Amount—\$11,400
	Effects of forest fragmentation on ovenbird reproduction..... Pennsylvania	Approved—08/16/89

National Fish and Wildlife Foundation—Continued

Watchable Wildlife Projects

56.....	Ozark Forest Habitat Study..... University of Arkansas..... Microhabitat needs for successful reproduction and survival of neotropical migrants in the Ozark Mountains of Arkansas.. Ozark National Forest, Arkansas.....	Grant Amount—\$60,000 Approved—11/07/90
57.....	Pacific Shorebirds and Wetlands..... Point Reyes Bird Observatory..... Assess status and trends of shorebirds in the Pacific Flyway.. California, Oregon, Washington.....	Grant Amount—\$20,000 Approved—03/07/89
58.....	Park Service Watchable Wildlife Folder..... National Park Service..... Funds will quintuple printing/publication of NPS Watchable Wildlife Folder.. Washington, DC.....	Grant Amount—\$15,000 Approved—03/15/92
59.....	Plant Conservation Strategies..... Center for Plant Conservation..... Grant to support 15 integrated plant conservation research projects concerning 26 endangered plant species.. FL, TX, CA, HI, PR.....	Grant Amount—\$135,000 Approved—03/12/91
60.....	Prairie Bird Population Study..... George Miksch Sutton Avian Research..... Comprehensive research on the reasons for widespread prairie bird declines.. Prairie States.....	Grant Amount—\$500,000 Approved—12/04/91
61.....	Refuge Use by Shorebirds..... Manomet Bird Observatory..... Study ascertaining use of existing refuges by shore-birds in Atlantic, Mississippi, and Central Flyways.. National.....	Grant Amount—\$21,135 Approved—03/07/89
62.....	San Francisco Bay Wildlife Guide..... U.S. Fish and Wildlife Service, Region 1..... Produce educational brochure and report on the Bay Region and San Francisco Bay National Wildlife Refuge.. California.....	Grant Amount—\$30,000 Approved—08/06/87
63.....	Songbird Symposium..... Manomet Bird Observatory..... Provide free distribution of symposium volume on neotropical migrant conservation to Latin Americans.. National, International.....	Grant Amount—\$20,000 Approved—07/24/91
64.....	Tanagers and Forest Fragments..... Cornell University..... Poster, cassette tape, slide show, publications on four tanager species.. New York.....	Grant Amount—\$110,000 Approved—03/15/92
65.....	Tennessee Migrant Bird Management..... Tennessee Conservation League..... Identification of critical areas in Tennessee for protection and development of state-wide management plan.. Tennessee.....	Grant Amount—\$75,000 Approved—03/12/91
66.....	Timber and Migrant Birds in Missouri.....	Grant Amount—\$87,255

National Fish and Wildlife Foundation—Continued

Watchable Wildlife Projects

66 (cont.)	University of Missouri..... Collect data over 6-yr period on migrant mating status, nest parasitism/predation, and population densities.. Shannon, Reynolds, & Carter Cos, MO	Approved—03/15/92
67	Trumpeter Swan Habitat Challenge..... U.S. Fish and Wildlife Service, Region 1..... Acquire winter watering areas for trumpeter swans and identify additional areas for their relocation.. Yellowstone Region.....	Grant Amount—\$40,006 Approved—11/15/89
68	Wading Birds and Parasite Research..... University of Florida, School of Forest Research..... Study the impact on wading bird populations of a specific nest-dwelling parasite and offer management solutions.. Florida	Grant Amount—\$60,000 Approved—03/12/91
69	Watchable Wildlife Conference..... Falcon Press Publishing Co., Inc..... National Watchable Wildlife Conference to bring together FS, BLM, FWS, and non-profit cooperators.. National.....	Grant Amount—\$84,000 Approved—12/04/91
70	Watchable Wildlife Needs Assessment..... Responsive Management..... Produce needs assessment and "gap-analysis" for non- game wildlife management in all 50 states.. Florida, National	Grant Amount—\$30,000 Approved—11/07/90
71	Watchable Wildlife Viewing Guides..... Defenders of Wildlife..... State-by-state assessment of watchable wildlife opportu- nities throughout the country.. National.....	Grant Amount—\$105,000 Approved—07/18/90
72	Watchable Wildlife Viewing Guides, II..... Defenders of Wildlife..... Publish 3 state viewing guides, a Viewing Areas manual, and a Guide to Conserving Biodiversity.. National.....	Grant Amount—\$300,000 Approved—03/15/92
73	WHSRN Shorebird Conservation Network..... Western Hemisphere Shorebird Reserve Network..... Integrate shorebird conservation into wetlands conserva- tion programs in cooperation with NAWMP and IWRB.. National, International	Grant Amount—\$250,000 Approved—07/24/91
74	Wings Over the Platte Celebration, 1990..... U.S. Fish and Wildlife Service, Region 6..... Event celebrating sandhill cranes and other birds usin the Platte River.. Nebraska	Grant Amount—\$4,483 Approved—03/28/90
75	Wings Over the Platte Celebration, 1992..... Grand Island Visitors Bureau & USFWS..... Support for the annual "Wings Over the Platte Celebra- tion" in Grand Island, Nebraska.. Nebraska	Grant Amount—\$8,275 Approved—03/12/91

Total Number of Projects—75; Total Grant Amount—\$6,802,390

PREPARED STATEMENT OF DOUGLAS B. INKLEY, PH.D.

Mr. Chairman and members of the subcommittee, I appreciate this opportunity to testify before you today in support of S. 1491, the Partnerships for Wildlife Act. My name is Douglas B. Inkley, and I am the Legislative Representative—Wildlife in the Fisheries and Wildlife Division of the National Wildlife Federation (NWF). Our organization is the nation's largest conservation-education organization, with over 5 million members and supporters and 51 affiliated State and territorial organizations.

The National Wildlife Federation (NWF) vigorously supports the proper management of our Nation's fish and wildlife species including management of nonconsumptive activities as well as traditional (e.g., hunting and fishing) consumptive uses. However, both Federal and State management programs have historically focused on managing consumptive uses of fish and wildlife resources. Today, however, there is a tremendous demand for a variety of nonconsumptive wildlife related activities by the American public. The Partnerships for Wildlife Act will provide an important foundation for our Nation to begin addressing the needs for managing fish and wildlife for these purposes also.

THERE IS A REAL BIOLOGICAL NEED FOR S. 1491

One need only examine the biological status of species not hunted or fished, and those that are threatened or endangered to understand how we have ignored our Nation's nonconsumptive fish and wildlife resources. As dramatically illustrated in Figure 1, 79 percent of all the fish and wildlife species in the United States are used for nonconsumptive purposes only. Although determining the precise biological status of these species is difficult (probably because they have not gotten the money they need!), limited information from current research programs demonstrates significant declines of many of these fish and wildlife species.

Many migratory birds are declining. In an August 1987 report prepared by the U.S. Fish and Wildlife Service (FWS), 30 migratory bird species not hunted were listed as of "management concern" in the U.S. because of their declining status. Some of these species included the common loon, American bittern, reddish egret, Harris' hawk, and golden-winged warbler. Unfortunately, this statistic is only the tip of the iceberg. In identifying migratory bird species of special concern, the Service received 407 nominations—fully 55 percent of the 731 species of birds protected by the Migratory Bird Treaty Act. Thus, more than half the bird species in the U.S. were considered by authorities to be in sufficient decline to merit nomination for special management attention.

In identifying species of management concern, the Service also reported that about 45 species which were once abundant including the American goldfinch, eastern bluebird, and northern cardinal are now in significant decline. Of these, 13 are in widespread, systematic decline throughout their entire breeding ranges. In a 20-year period between 1966 and 1985, the populations of these 13 species declined an average of 46.9 percent, or 2.7 percent annually.

An important source of information for determining the status of avian species is the Breeding Bird Survey (BBS), which is a roadside survey conducted annually by volunteers for the FWS. Although the BBS does not document trends for all bird species because population levels of many are too low to permit statistically reliable analyses, the 1989 Annual Summary reported changes in population levels for more than 250 species. Between 1969 and 1989, 16 of these declined at an annual rate of 3 percent or greater. In other words, each of these 16 species declined at least 69 percent during the 23-year survey period. Some of these species include the black tern, yellow-shafted flicker, cerulean warbler, painted bunting, olive-sided flycatcher, and loggerhead shrike. Over 100 other avian species declined during the 23-year analysis period as well, but fortunately, at rates lower than those mentioned above.

Migratory birds are not the only wildlife species experiencing declines. For example, populations of amphibians are declining worldwide. The U.S. is experiencing these declines as well, the most significant being documented in the west and Rocky Mountains. According to a 1989 survey of the FWS, the northern leopard frog was found at only 12 percent (4 out of 33) of its historically known localities, and the boreal toad was found in only 17 percent (10 out of 59) of its original localities.

These declines in the Rocky Mountains are particularly alarming because much of the area is still relatively pristine. Although there are many explanations for the decline in amphibian populations in such environments—such as acid precipitation and increased exposure to ultra-violet radiation—the actual causes often remain obscure because of a lack of baseline data.

Many species of fish are also in decline. In 1989, the American Fisheries Society (AFS) identified 254 fish species in the U.S. rare enough to warrant special protection by the FWS. This figure updates a 1979 AFS list of rare North American fishes. Unfortunately, none of the species identified in that original report have recovered sufficiently to be removed from the list, and only seven species have improved enough to have their status upgraded.

Scant information is available on the status of other species of wildlife important for nonconsumptive activities. Data on mammals such as river otters and flying squirrels are often insufficient to monitor existing populations. Much of the available data for mammals no longer harvested come from outdated hunting and trapping records. For example, the Wyoming Game and Fish Department reports the only continuous, reliable data on river otters in the State derive from trapping records, but trapping of otters in Wyoming closed in 1952.

Finally, our historic neglect of many nonconsumptive use fish and wildlife species is illustrated by the number of federally listed species. As of January, 1992, more than 280 fish and wildlife species in the U.S. were listed by the FWS as threatened or endangered, not including invertebrates. This, again, is only the tip of the iceberg because a backlog of more than 1,750 U.S. "candidate species" remain for status evaluation.

THERE IS A BURGEONING PUBLIC INTEREST IN NONCONSUMPTIVE USES OF FISH AND WILDLIFE

At the same time many fish and wildlife species are in serious decline, public interest in these species has grown. For example, according to the FWS, the number of Americans participating in nonconsumptive wildlife recreation between 1980 and 1985 grew from 93 million to 135 million people, and by 1991 this number had grown to more than 160 million Americans observing, photographing, and enjoying our Nation's wildlife.

The FWS reports that in 1988 expenditures by wildlife enthusiasts totalled more than \$14.3 billion a year. As illustrated in Table 1, States derive tremendous economic benefits from these expenditures on nonconsumptive wildlife associated recreation. The potential economic and recreational benefits to the American public by improving the health of this Nation's nontraditionally managed fish and wildlife species are obviously great.

The American public has consistently expressed strong support for the conservation of fish and wildlife. According to Dr. Stephen R. Kellert's "Americans' Attitudes and Knowledge of Animals":

"... [T]he majority of Americans appeared to value wildlife strongly and have expressed willingness to make substantial social and economic sacrifices to protect this resource and associated habitat. Various findings consistently indicated wildlife was not just the concern of an esoteric and elitist minority, but instead, had broad appeal to many, if not most Americans. The impression was that an abundant, diverse, and healthy wildlife population contributes, in the minds of many, to a high standard and quality of life."

S. 1491 RESPONDS TO THE EXPANDING PUBLIC INTEREST IN NONCONSUMPTIVE USE OF OUR FISH AND WILDLIFE RESOURCE

Based on the highly successful Federal challenge-grant programs already in place to conserve natural resources, the NWF believes the Partnerships for Wildlife Act would also be highly successful. One such program is the U.S. Forest Service (USFS) Challenge Cost-Share Program, authorized by Congress in 1986 to protect and enhance the fish, wildlife, and rare plants on national forests and grasslands. Similar to the matching contribution provision on which S. 1491 is modeled, projects are contingent upon the receipt of matching contributions from conservation groups, private enterprises, individuals, or government agencies.

The USFS reports that the number of partnerships in its Challenge Cost-Share Program grew from 57 in 1986 to 2,380 in 1991, demonstrating the strong public interest in this program. In 1991 alone, \$11.9 million Congressionally appropriated funds were matched by \$19.3 million dollars to generate more than \$31.2 million for fish and wildlife conservation (Figure 2). The long-term and overwhelming success of the USFS program demonstrates that the Partnerships for Wildlife Act is a model that can—and will work—to generate desperately needed funds for nonconsumptive uses of wildlife.

Another successful Federal challenge-grant program was established by the North American Wetlands Conservation Act (NAWCA) in 1989. This program establishes

partnerships to protect, restore, and manage wetlands for migratory birds and other wildlife. Since the program first began in 1990, 65 wetland conservation projects benefitting more than 250,000 wetland acres in the U.S. have been funded. Approximately \$31 million Federal funds have been matched by \$68 million from partners to provide almost \$100 million for wetland conservation projects. The USFS and the NAWCA cost-share programs demonstrate the enthusiasm generated in the State and private sectors for Federal challenge-grant initiatives and the success these programs have met in achieving their conservation objectives.

Public support for nonconsumptive fish and wildlife management is exemplified by the variety of nonprofit organizations that have been established for the conservation of specific species. Examples include Bat Conservation International, the Desert Fishes Council, the Gopher Tortoise Council, the North American Bluebird Society, the North American Loon Fund, the North American Wolf Society, and The Xerces Society (dedicated to the conservation of invertebrates, especially butterflies). The Partnerships for Wildlife Act would finally provide an opportunity to facilitate working relationships between these and countless other conservation organizations, private enterprises, State agencies, and the Federal Government.

The Partnerships for Wildlife Act also provides a creative and cost-effective method for improving fish and wildlife conservation in this time of budget crisis by multiplying federally appropriated dollars four-fold. Specifically, \$6.25 million Federal dollars would be matched or exceeded by private donations raised by the National Fish and Wildlife Foundation. These combined funds would be placed in a newly established Wildlife Conservation and Appreciation Fund and made available to States on a similar matching basis to provide a \$25 million fund for fish and wildlife conservation. Through this process, Federal dollars would be multiplied four-fold, private donations would be multiplied four-fold, and State funds would be doubled.

SUMMARY

In summary, the NWF strongly supports S. 1491, the Partnerships for Wildlife Act. S. 1491 establishes a \$25 million fish and wildlife conservation program at a cost of only \$6.25 million to the Federal Government. As discussed above, these funds are urgently needed for managing and restoring our Nation's many declining fish and wildlife resources. Federal challenge-grant programs already in place to conserve natural resources demonstrate the great success of these programs and the interest in both private and State sectors to establish a similar program for nonconsumptive uses of fish and wildlife. We commend Senators Mitchell and Chafee for introducing this bill, and we urge the subcommittee to give it full and expeditious consideration. Thank you.

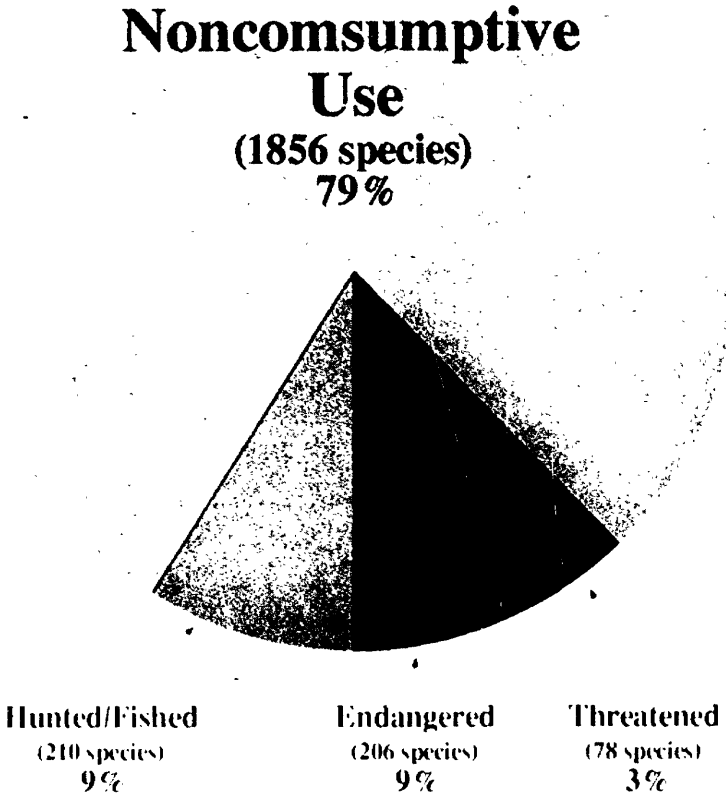
Table 1: Numbers, Expenditures and Percentages of Populations Viewing, Photographing and Enjoying Wildlife in 1991.¹

State	Participants²	% of Pop.	Expenditures
Connecticut	2,002,000	80	\$155,553,000
Florida	6,484,000	71	530,195,000
Idaho	656,000	93	45,018,000
Maine	755,000	87	67,879,000
Minnesota	2,850,000	92	238,650,000
Montana	556,000	92	69,449,000
New Jersey	4,237,000	71	535,407,000
New York	8,630,000	63	492,751,000
North Dakota	462,000	63	26,973,000
Ohio	7,132,000	90	997,726,000
Rhode Island	574,000	76	41,197,000
Vermont	356,000	89	49,330,000
Virginia	3,646,000	85	413,902,000
Wyoming	360,000	97	85,507,000

¹ Source: The 1985 National Survey of Fishing, Hunting and Wildlife Associated Recreation. U.S. Fish and Wildlife Service.

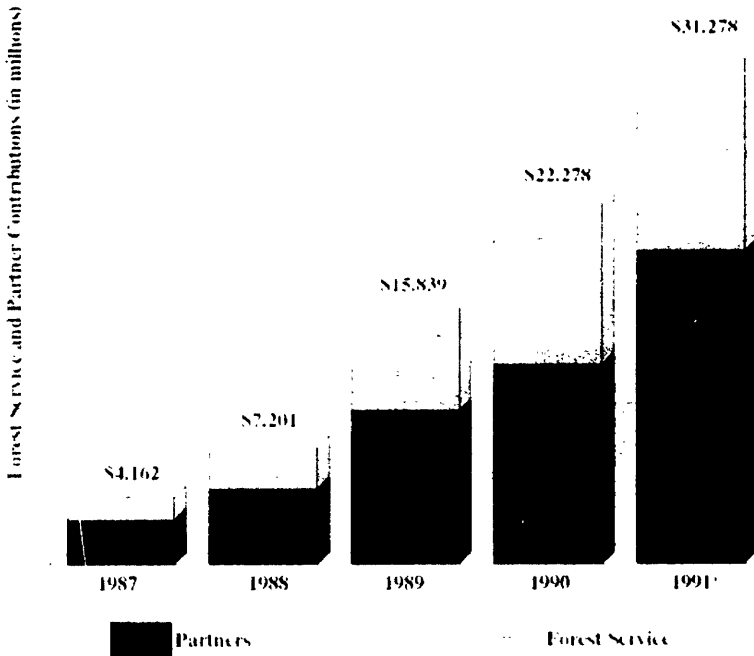
² Number of state residents participating in nonconsumptive wildlife associated recreation.

Figure 1. – Number and Percent of Fish and Wildlife Species in the United States by Category



Source: National Wildlife Federation Files

Figure 2. – Private and Federal Contributions to the U.S. Forest Service Challenge Cost Share Partnerships Program for Fish and Wildlife



Source: The 1985 National Survey of Fishing, Hunting and Wildlife-Associated Recreation. U.S. Forest Service.

PREPARED STATEMENT OF DOUGLAS M. CROWE

Mr. Chairman, I am Doug Crowe, Special Assistant to the Director of the U.S. Fish and Wildlife Service. I appreciate the opportunity to be here today to discuss S.1491, the Partnerships for Wildlife Act.

The Service supports this legislation with amendments. Enactment of this bill would be a positive step toward a more comprehensive program for the conservation of the entire spectrum of wildlife in this country. The partnership approach defined in this legislation is a concept whole-heartedly endorsed by the Fish and Wildlife Service.

In the first half of this century the fledgling science of wildlife management was fueled by innovative legislation such as the Pittman-Robertson, Dingell-Johnson and later the Wallop-Breaux Acts. These legislative milestones created and funded the Federal Aid to Fish and Wildlife Restoration programs. Later, as game species prospered, Congress passed the Endangered Species Act to address the accelerated loss of threatened or endangered species.

As we approach the 21st century, it is time to take the next step beyond these two previous waves of the American conservation movement and to begin to focus on another aspect—the need for the Nation to place greater conservation and management emphasis on the 80 percent of wildlife species in the U.S. that are neither harvested as game animals, nor classified as threatened or endangered. In addition to meeting the needs of all our wildlife resources, comprehensive wildlife programs should also provide Americans with a variety of economic, recreational and social benefits.

There is widespread public support for addressing the conservation needs of our diverse wildlife heritage. State fish and wildlife organizations have expressed strong interest in continuing such programs. All 50 State agencies and a wide array of private conservation organizations recently collaborated to develop a comprehensive "needs assessment"—entitled "A Bridge to the Future"—for a conservation program that encompasses all wildlife. In addition, private conservation entities have demonstrated through efforts such as implementation of the North American Waterfowl Management Plan and the Neotropical Migratory Bird Initiative ("Partners in Flight") that partnership funding and implementation efforts do work.

Mr. Chairman, the Fish and Wildlife Service believes that a concept similar to that found in S. 1491 would produce beneficial results, both in terms of expanded fish and wildlife conservation, and greater public appreciation and support of conservation. We also believe that increased effort at the State level on the entire spectrum of wildlife resources could serve as an "early warning system" for needed conservation actions before species become threatened or endangered. Such a system would lead to positive environmental gains and a reduction in long-term management costs.

The Administration does have concerns about the institutional relationship between the Department and the Foundation, both with regard to (1) decision-making on which projects to support, and (2) the financial arrangements. We will provide technical amendments that should clarify the institutional relationships and resolve these concerns.

The Pittman-Robertson and Wallop-Breaux programs already provide authorities to study non-game species. We would like to work with the committee to find ways to coordinate these programs with the partnership proposed in this Act.

A challenge to all participants in this program would be to carefully select projects for funding. New, highly beneficial, and ecologically sound project opportunities of interest to the public should receive priority. This program can truly serve as a "bridge to the future" and lead to ever increasing support if we are wise in its application and can demonstrate to the American people the benefits to be accrued by expanding our conservation efforts to the entire wildlife spectrum.

Mr. Chairman, this legislation is both timely and visionary. The Fish and Wildlife Service stands ready to work cooperatively with States and the private sector to implement the program.

Thank you for the opportunity to present these comments. I would be happy to respond to any question you or members of the committee may have.

PREPARED STATEMENT OF R. MAX PETERSON

Thank you, Mr. Chairman, for the opportunity to appear before you today to discuss S. 1491, the Partnerships for Wildlife Act. The Association commends Senators Mitchell and Chafee for introducing S. 1491, and enthusiastically supports this bill

as one means of increasing the focus and attention on those species of fish and wildlife in the U.S. which are not consumptively utilized.

The International Association of Fish and Wildlife Agencies was founded in 1902 as a quasi-governmental organization of public agencies charged with the protection and management of North America's fish and wildlife resources. The Association's governmental members include the fish and wildlife agencies of the States, provinces, and Federal Governments of the U.S., Canada, and Mexico. All 50 States are members. The Association has been a key organization in promoting sound resource management and strengthening Federal, State, and private cooperation in protecting and managing fish and wildlife and their habitats in the public interest.

The Association sees S. 1491 as another vital link in our efforts to conserve the fish and wildlife of this country, and the habitats on which they depend. S. 1491 certainly complements existing statutes and the successful programs that those laws have engendered, including the Federal Aid in Wildlife Restoration Program, the Federal Aid in Sport Fish Restoration Program, and the North American wetlands Conservation Act. While we need to, and will continue to, vigorously work for appropriations to fund the Fish and Wildlife Conservation Act of 1980 (popularly known as the "Federal Nongame Act"), S. 1491 brings the private sector through a partnership role into the funding arena. This additional dimension is creative, exciting, and necessary to ensure the conservation of the natural heritage of this country. S. 1491 will improve and enhance the conservation of the diverse array of fish and wildlife species in the United States, and increase the opportunity for the public to appreciate, observe and enjoy fish and wildlife and their habitats.

As you are aware, Mr. Chairman, a primary goal of resource conservation is to maintain viable populations of the nation's fish and wildlife species. The conservation of fish and wildlife provides not only for the sustainable use of those species through hunting and fishing, and for the protection of endangered and threatened species, but also for the management of a vast majority of species that fall into neither category, commonly referred to as nongame species.

Currently, government and non-government agencies have focused much of their conservation efforts on species defined as game, and threatened and endangered species. However, there are over 1,800 species of mammals, birds, reptiles, amphibians, and fish characterized as nongame that occur throughout the country. Congress recognized the significance of nongame fish and wildlife through passage of the Fish and Wildlife Conservation Act in 1980, and since, in the Act's reauthorization.

Surveys repeatedly substantiate that most American citizens participate in wildlife-related recreational activities. Many of these citizens, particularly those residing in urban and suburban areas, have limited opportunity to participate in fish and wildlife-related recreational opportunities, including observing and understanding wildlife in their natural habitat. Enhanced enjoyment and understanding of fish and wildlife in their habitat will bolster public support for vital conservation efforts.

Enhanced conservation and management of fish and wildlife, including nongame fish and wildlife, will assist in restoring and maintaining fish and wildlife diversity, assure a productive and more aesthetically pleasing environment for our citizens, and enhance opportunities for citizens to enjoy these natural resources.

Improved management of fish and wildlife to prevent species from becoming threatened or endangered is a key to meeting both environmental and economic goals of the nation. Management to sustain species at healthy population levels will help prevent species from becoming endangered or threatened and reduce associated environmental and economic disruption. The passage and implementation of S. 1491, for example, can contribute to programs such as "Partners in Flight" designed to monitor the status of neotropical migratory birds, and ensure their continued viability through the application of habitat conservation and management techniques.

Public interest in and enjoyment of fish and wildlife contributes to the social and economic opportunities available to communities and to individuals, enhancing the nation's quality of life. Conserving natural habitats contributes not only to maintaining viable fish and wildlife populations, but also to a quality environment in which citizens live and work. The amenities of conserving habitats and the living resources that they support can enhance the recreational and tourism attractiveness of local communities.

Our experience with the success of challenge cost share agreements in advancing conservation efforts for fish and wildlife resources speaks well for enhancing private partnerships in this arena. Neither the Federal nor State Governments have the funds, staff or other resources to exclusively do the job. Private conservation organizations, companies, etc., working together can provide funds, interest and sometimes staff to cooperatively meet conservation objectives.

The proper governmental stewardship of fish and wildlife resources, because of shared agency responsibilities, requires a strong, effective Federal-State partnership. The addition of the private sector entities greatly enhances this governmental partnership. S. 1491 embraces and builds on this partnership. Such programs as this enhance the public's full use and enjoyment of fish and wildlife resources and their natural habitats.

Thank you for the opportunity to provide the Association's comments, and I would be pleased to address any questions which you might have.

PREPARED STATEMENT OF LEON A. GORMAN

Mr. Chairman, I am Leon Gorman, President of L. L. Bean, Inc. I appreciate this opportunity to appear before you today to discuss S. 1491, the Partnerships for Wildlife Act.

I support the Partnerships for Wildlife Act, and I commend Senator Mitchell for his wisdom and leadership in introducing this legislation.

Protecting and maintaining our fish and wildlife and their habitats is a responsibility that we all share. Thoreau said: "In wildness is the preservation of the world." At L. L. Bean, we have personally supported and contributed financially to conservation programs for many years. Through our own experiences, we have learned that when people get involved in outdoor conservation, they can make a difference.

And we have discovered that Americans are eager to become involved in protecting America's natural resources. We have initiated a number of programs in the last few years which have given our customers and our employees vehicles to help. These range from taking donations from the sales of merchandise marketed nationally to creating a clearinghouse for individuals interested in volunteering for outdoor projects.

From one donation effort based on the sales of one tee shirt, we were able to raise \$25,000 for the Maine Audubon Society fund to protect endangered species including the Spotted Turtle, Least Tern, and Piping Plover. Our volunteer clearinghouse effort has enabled us to organize volunteers for dozens of not-for-profit outdoor organizations across the country. Promoted through our catalogs, we work with groups ranging from Ducks Unlimited and the National 4-H Council to the National Parks and Conservation Association. L. L. Bean employees alone have contributed over 8,000 hours of labor resulting in a 12 year commitment to maintaining 23.6 miles of the Maine Appalachian Trail.

Business, government and the not-for-profit world needs to work together to encourage more people to become actively involved in efforts to both enjoy and conserve our natural resources. The Partnerships for Wildlife Act is an important step in this direction. It will serve as a catalyst to conserve fish and wildlife and to enhance opportunities for photographing, observing, learning about or simply enjoying these natural resources.

By authorizing Federal funding and requiring that it be matched with private and State moneys, the bill will encourage individuals, organizations, businesses and governments to work together on fish and wildlife conservation, education, and recreation projects across the country.

L. L. Bean has a great deal of experience with partnerships and joint ventures. Simply put, they work and have made important projects a reality in Maine. To take just one example, several years ago we became involved in a unique cooperative effort with the Nature Conservancy, the Bureau of Public Lands, the Kresge Foundation and other businesses to purchase the Big Reed Pond Sanctuary—5000 acres in Northern Maine. This property included the last remaining virgin coniferous forest, rare blue black trout (which exists in only ten ponds in the world) and an uncommon species of Flora. Through the combined efforts of these groups, this land has now been preserved for the American public.

In 1989, a grant from L. L. Bean funded innovative partnerships among educators, business people and community leaders to increase the aspirations of Maine youth in our public schools.

As a business practice we regularly conduct market research on Americans' involvement in the outdoors. Over 24 percent of our customers are actively involved in bird-watching and 39 percent in outdoor photography. We have found that an increasing number of people spend time each year associating with and enjoying wildlife. Other research indicates that three-fourths of all American children and adults participate in wildlife related recreational activities. Wildlife observation and nature photography are among the five most popular recreational activities on

public lands. Overall, Americans spend more than \$14 billion annually on travel expenses, equipment, and bird food to enjoy wildlife.

S. 1491 will provide greater recreational opportunities for the public to enjoy fish and wildlife. It will make possible a variety of projects such as development of wildlife viewing guides and construction of interpretive trails and wildlife observation platforms. These programs will provide opportunities for Americans to enjoy and experience the outdoors and to become more deeply involved with environmental stewardship.

Wildlife viewing, while it may not have a direct impact on the U.S. economy, will impact the quality of life of Americans and thus provide many important benefits to the American public. Public opinion surveys have found time and again that, for many Americans, participating in the outdoors contributes to a higher standard and quality of life. Wildlife viewing is a healthy and entertaining recreational pursuit. We need to maintain its value for future generations.

S. 1491 provides an important means of fulfilling that conservation responsibility. It will make possible critical research on little-studied species to identify habitat needs and causes of decline, and it will support management efforts to restore and maintain the fish and wildlife species in each of our States.

The Partnerships for Wildlife Act also will support education projects, such as establishment of nature centers and improvement of wildlife education curricula for our schools. L. L. Bean has a strong and continuing commitment to excellence in education. In addition to the many programs we fund from the Conservation School, the Student Conservation Association, and the Maine Audubon Society, we ourselves have dedicated seven staff people to our Outdoor Discovery program which offers seminars and workshops to the public. We recognize that wildlife viewing is one of the most effective means of motivating students to learn about our natural environment and its importance to the quality of life for future generations.

As this nation enters the next century, it will be increasingly important for our citizens to have more knowledge about, and appreciation for, the diversity of our wildlife and its habitat. Tom Deans, President of Northern New Hampshire Foundation and Chairman, Environmental Grantmakers Association, and former Director of the Appalachian Mountain Club, has said that "We must take every opportunity to encourage individuals and for-profit organizations to become more active partners, with our public agencies, in the stewardship of our precious wildlife resources." At L. L. Bean, we agree with this philosophy that is embodied in the legislation being discussed this morning.

Mr. Chairman, in conclusion, I would like to reiterate that at L. L. Bean, we recognize our responsibility to conserve the natural resources of our communities, our State, and our nation. We also recognize the personal and economic benefits of maintaining fish and wildlife diversity. The fish and wildlife conservation, education and recreation programs that will be initiated under the Partnerships for Wildlife Act are an effective means of achieving this conservation goal and realizing its benefits.

L. L. Bean supports prompt enactment of the Partnerships for Wildlife Act, and we look forward to becoming one of what we hope will be many private and governmental partners who contribute to the Wildlife Conservation and Appreciation Fund established by this legislation.

102D CONGRESS
1ST SESSION

S. 1491

To establish a partnership among the United States Fish and Wildlife Service, the States, and private organizations and individuals to conserve the entire diverse array of fish and wildlife species in the United States and to provide opportunities for the public to enjoy these fish and wildlife species through nonconsumptive activities.

IN THE SENATE OF THE UNITED STATES

JULY 17 (legislative day, JULY 8), 1991

Mr. MITCHELL (for himself and Mr. CHAFEE) introduced the following bill; which was read twice and referred to the Committee on Environment and Public Works

A BILL

To establish a partnership among the United States Fish and Wildlife Service, the States, and private organizations and individuals to conserve the entire diverse array of fish and wildlife species in the United States and to provide opportunities for the public to enjoy these fish and wildlife species through nonconsumptive activities.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the "Partnerships for Wild-
5 life Act".

1 **SEC. 2. FINDINGS.**

2 The Congress finds the following:

3 (1) Three-fourths of all American children and
4 adults participate in wildlife-related recreational ac-
5 tivities other than hunting, fishing and trapping.

6 (2) In 1985, Americans spent over \$14 billion
7 on non-consumptive wildlife-related recreation.

8 (3) The United States and Canada are inhabit-
9 ed by approximately two thousand six hundred verte-
10 brate species of native fish and wildlife, which have
11 provided food, clothing, and other essentials to a
12 rapidly expanding human population.

13 (4) Over 80 percent of vertebrate fish and wild-
14 life species in North America are not harvested for
15 human use.

16 (5) The continued well-being of this once-abun-
17 dant fish and wildlife resource, and even the very ex-
18 istence of many species, is in peril.

19 (6) In 1987, the United States Fish and Wild-
20 life Service reported that forty-five common migrato-
21 ry bird species, which are not hunted, had exhibited
22 significant declines in abundance, and that thirteen
23 of these species have experienced widespread, sys-
24 tematic declines of 46.9 percent during a twenty-
25 year study period.

1 (7) There have been nationwide declines in
2 frogs and other amphibians.

3 (8) Over two hundred and seventy-five of verte-
4 brate fish and wildlife species in the United States
5 are now officially classified as threatened or endan-
6 gered by the Federal Government.

7 (9) During the past decade, fish and wildlife
8 species, including invertebrates, were added to the
9 rapidly growing list of threatened and endangered
10 species in North America at the average rate of over
11 one per month.

12 (10) Currently, eighty-two species of inverte-
13 brates in the United States are listed as threatened
14 or endangered under the Endangered Species Act,
15 and another nine hundred and fifty-one United
16 States invertebrate species are candidates for listing
17 under that Act.

18 (11) Proper management of fish and wildlife,
19 before species become threatened or endangered with
20 extinction, is the key to reversing the increasingly
21 desperate status of fish and wildlife.

22 (12) Proper fish and wildlife conservation in-
23 cludes not only management of fish and wildlife spe-
24 cies taken for recreation and protection of endan-
25 gered and threatened species, but also management

1 of the vast majority of species which fall into neither
2 category.

3 (13) Partnerships in fish and wildlife conserva-
4 tion, such as the Federal Aid in Wildlife Restoration
5 Program, the Federal Aid in Sport Fish Restoration
6 Program, and the North American Wetlands Conser-
7 vation Act have benefitted greatly the conservation
8 of fish and wildlife and their habitats.

9 (14) A program that encourages partnerships
10 among Federal and State governments and private
11 entities to carry out wildlife conservation and appre-
12 ciation projects would benefit all species of fish and
13 wildlife through such activities as management, re-
14 search, and interagency coordination.

15 (15) Many States, which are experiencing de-
16 clining revenues, are finding it increasingly difficult
17 to carry out projects to conserve the entire array of
18 diverse fish and wildlife species and to provide op-
19 portunities for the public to associate with, enjoy,
20 and appreciate fish and wildlife through
21 nonconsumptive activities.

22 **SEC. 3. PURPOSES.**

23 The purposes of this Act are to establish a partner-
24 ship among the United States Fish and Wildlife Service,

1 designated State agencies, and private organizations and
2 individuals—

3 (1) to carry out wildlife conservation and appre-
4 ciation projects to conserve the entire array of di-
5 verse fish and wildlife species in the United States
6 and to provide opportunities for the public to use
7 and enjoy these fish and wildlife species through
8 nonconsumptive activities;

9 (2) to enable designated State agencies to re-
10 spond more fully and utilize their statutory and ad-
11 ministrative authorities by carrying out wildlife con-
12 servation and appreciation projects; and

13 (3) to encourage private donations, under the
14 leadership of the National Fish and Wildlife Foun-
15 dation, to carry out wildlife conservation and appre-
16 ciation projects.

17 **SEC. 4. DEFINITIONS.**

18 As used in this Act—

19 (1) The terms “conserve” and “conservation”
20 means to use, and the use of, such methods and pro-
21 cedures which are necessary to ensure, to the maxi-
22 mum extent practicable, the well being and enhance-
23 ment of fish and wildlife and their habitats for the
24 educational, aesthetic, cultural, recreational, scientif-
25 ic, and ecological enrichment of the public. Such

1 methods and procedures may include, but are not
2 limited to, any activity associated with scientific re-
3 sources management, such as research, census, law
4 enforcement, habitat acquisition, maintenance, devel-
5 opment, information, education, population manipu-
6 lation, propagation, technical assistance to private
7 landowners, live trapping, and transplantation.

8 (2) The term "designated State agency" means
9 the State fish and wildlife agency, which shall be
10 construed to mean any department, or any division
11 of any department of another name, of a State that
12 is empowered under its laws to exercise the func-
13 tions ordinarily exercised by a State fish and wildlife
14 agency.

15 (3) The term "fish and wildlife" means wild
16 members of the animal kingdom that are in an
17 unconfined state.

18 (4) The term "Fund" means the Wildlife Con-
19 servation and Appreciation Fund established under
20 section 5(f) of this Act.

21 (5) The term "National Fish and Wildlife
22 Foundation" means the charitable and nonprofit
23 corporation established under section 2 of the Na-
24 tional Fish and Wildlife Foundation Establishment
25 Act (16 U.S.C. 3701).

1 (6) The term "nonconsumptive activities"
2 means fish and wildlife associated activities other
3 than harvesting of fish and wildlife and includes, but
4 is not limited to, photographing, observing, learning
5 about, or associating with, fish and wildlife.

6 (7) The term "Secretary" means the Secretary
7 of the Interior, acting through the Director of the
8 United States Fish and Wildlife Service.

9 (8) The term "wildlife conservation and appre-
10 ciation project" means a project which is directed to-
11 ward nonconsumptive activities or toward the con-
12 servation of those species of fish and wildlife that—

13 (A) are not ordinarily taken for recreation,
14 fur, or food; except that if under applicable
15 State law, any fish and wildlife may be taken
16 for recreation, fur, or food in some but not all,
17 areas of the State, a wildlife conservation and
18 appreciation project may be directed toward the
19 conservation of any of such fish and wildlife
20 within any area of the State in which such tak-
21 ing is not permitted;

22 (B) are not listed as endangered species or
23 threatened species under the Endangered Spe-
24 cies Act of 1973, as amended (16 U.S.C. 1531-
25 1543); and

1 (C) are not marine mammals within the
2 meaning of section 3(5) of the Marine Mammal
3 Protection Act of 1972, as amended (16 U.S.C.
4 1362(5)).

5 **SEC. 5. WILDLIFE PARTNERSHIP PROGRAM.**

6 (a) IN GENERAL.—The Secretary shall provide the
7 amounts available in the Fund to designated State agen-
8 cies on a matching basis to assist in carrying out wildlife
9 conservation and appreciation projects that are eligible
10 under subsection (b) of this section.

11 (b) ELIGIBLE PROJECTS.—The following wildlife
12 conservation and appreciation projects shall be eligible for
13 matching funds from the Fund:

- 14 (1) inventory of fish and wildlife species;
- 15 (2) determination and monitoring of the size,
16 range and distribution of populations of fish and
17 wildlife species;
- 18 (3) identification of the extent, condition, and
19 location of the significant habitats of fish and wild-
20 life species;
- 21 (4) identification of the significant problems
22 that may adversely affect fish and wildlife species
23 and their significant habitats;
- 24 (5) actions to conserve fish and wildlife species
25 and their habitats; and

1 (6) actions of which the principal purpose is to
2 provide opportunities for the public to use and enjoy
3 fish and wildlife through nonconsumptive activities.

4 (c) PROJECT STANDARDS.—The Secretary shall not
5 provide funding to carry out an eligible wildlife conserva-
6 tion and appreciation project unless the Secretary deter-
7 mines that such a project—

8 (1) is planned adequately to accomplish the
9 stated objective or objectives;

10 (2) utilizes accepted fish and wildlife manage-
11 ment principles, sound design and appropriate proce-
12 dures;

13 (3) will yield benefits pertinent to the identified
14 need at a level commensurate with project costs;

15 (4) provides for the tracking of costs and ac-
16 complishments related to the project;

17 (5) provides for monitoring, evaluating, and re-
18 porting of the accomplishment of project objectives;
19 and

20 (6) complies with all applicable Federal environ-
21 mental laws and regulations.

22 (d) LIMITATIONS ON FEDERAL PAYMENT.—The
23 amount provided by the Secretary to any designated State
24 agency with respect to any fiscal year to carry out an eligi-

1 ble wildlife conservation and appreciation project under
2 this section—

3 (1) may not exceed \$500,000.00;

4 (2) may not exceed 50 percent of the total
5 project costs for that fiscal year; and

6 (3) may not exceed 75 percent of the total
7 project costs for that fiscal year if designated State
8 agencies from two or more States cooperate in im-
9 plementing such a project.

10 (e) FORM OF STATE SHARE.—The share of the cost
11 of carrying out eligible projects under this section shall
12 be from a non-Federal source and shall not be in the form
13 of an in-kind contribution.

14 (f) ELIGIBILITY OF DESIGNATED STATE AGEN-
15 CIES.—No designated State agency shall be eligible to re-
16 ceive matching funds from the Wildlife Conservation and
17 Appreciation Fund if such an agency diverts revenue from
18 activities it regulates for any purpose other than the man-
19 agement and conservation of fish and wildlife. Such reve-
20 nue shall include, but not be limited to, all income from
21 the sale of hunting, fishing and trapping licenses; all in-
22 come from nongame checkoff systems; all income from the
23 sale of waterfowl, habitat conservation, and other stamps
24 that are requisite for engaging in certain activities regulat-
25 ed by the designated State agency; all income from the

1 sale of any commodities and products by the designated
2 State agency from lands and waters administered by the
3 State for fish and wildlife purposes; and all funds appor-
4 tioned to the designated State agency under the Federal
5 Aid in Wildlife and Sport Fish Restoration Programs.

6 (g) ESTABLISHMENT OF FUND.—(1) The Secretary
7 shall establish the Fund, which shall consist of amounts
8 deposited into the Fund by the Secretary under paragraph
9 (2) of this subsection.

10 (2) The Secretary shall deposit into the Fund—

11 (A) amounts appropriated to the Secretary for
12 deposit to the Fund; and

13 (B) amounts received as donations from the
14 National Fish and Wildlife Foundation or other pri-
15 vate entities or persons for deposit to the Fund.

16 (3) The Secretary may accept and use donations from
17 the National Fish and Wildlife Foundation and other pri-
18 vate entities or persons for purposes of assisting States
19 under this section.

20 (4) No amounts from the Fund shall be provided to
21 assist a State in carrying out a wildlife conservation and
22 appreciation project under subsection (a) of this section
23 unless the amount appropriated to the Fund has been
24 matched wholly by a contribution made to the Fund by
25 the National Fish and Wildlife Foundation.

1 (h) AUTHORIZATION OF APPROPRIATIONS.—There
2 are authorized to be appropriated to the Fund and to the
3 Secretary for each of fiscal years 1992 through 1995 not
4 to exceed \$6,250,000 to match wholly the amount of con-
5 tributions made to the Fund by the National Fish and
6 Wildlife Foundation.

O